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PUBLIC VERSUS PRIVATE EDUCATION:
A COMPARATIVE CASE STUDY OF
A PUBLIC AND A PRIVATE SCHOOL
IN NEPAL

A Dissertation Presented

by

JEETENDRA RAJ JOSHEE

Submitted to the Graduate School of the
University of Massachusetts Amherst in partial fulfillment
of the requirements for the degree of

DOCTOR OF EDUCATION

May 1994

School of Education

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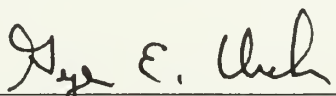
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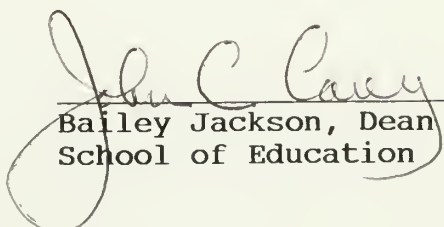
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This dissertation is dedicated to

My late father Raj Kumar Joshee
My late brother Devendra Raj Joshee
and
My mother Gyan Kumari Joshee

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No project such as this is possible without the encouragement and help of many individuals. I would like to take this opportunity to express my gratitude and appreciation to the people who helped me during various stages of my doctoral program.

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ABSTRACT

PUBLIC VERSUS PRIVATE EDUCATION:

A COMPARATIVE CASE STUDY OF

A PUBLIC AND A PRIVATE SCHOOL

IN NEPAL

MAY 1994

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This dissertation examines and analyzes the differences between a public and a private school in Nepal. The study looks at different factors such as school management and operation, school environment, external interference in school business, student discipline and behavior, teacher qualification and training and school curriculum. The study examines them as factors contributing to the school's success and effectiveness.

The study explores how the two schools are managed and operated, the curriculums that are taught, and the learning environment that existed. The study describes how students, teachers, school Headmaster, Principal, and parents felt about the public and the private school.

A qualitative case study method was used as the primary research methodology for this study. The main source of data came from in-depth interviews of 16 participants who were students, teachers, school Headmaster, Principal, and parents of the two schools. Additional data was gathered from the researcher's journal based on school observations, government statistical reports, and school documents.

The findings indicate that the school Headmaster needs autonomy and decision making freedom to manage the school effectively. A positive learning environment is necessary for a school to succeed and outside interference and presence of non-educational activities such as politics is destructive to the school environment. The study suggests that the government and the community must clearly define and understand their role in the school, so that their involvement helps rather than interferes in the school.

The study indicates that the quality of education in the private school was better than the one in the public school. Although not significantly different, the public school teachers had more qualifications and training than the private school teachers. However, more supplemental and advanced curricula was taught in the private school. Despite the high tuition and fees, the parents preferred to send their children to private schools.

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LIST OF ABBREVIATIONS

CERID	-	Research Center for Educational Innovation and Development
DEO	-	District Education Office
IEES	-	Improving the Efficiency of Educational Systems
MOEC	-	Ministry of Education and Culture
NEC	-	National Education Committee
NESP	-	National Education System Plan
RETT	-	Radio Education Teacher Training
SLC	-	School Leaving Certificate

CHAPTER I

INTRODUCTION

This dissertation research examines the differences between a public and a private school in Nepal. The study explores several internal and external factors that exist in the two schools. Also, it looks at how public and private schools are viewed by parents and educators. The study looks at factors such as teachers', students', school administrators', and parents' attitudes and behaviors which contribute to the success and effectiveness of public and private schools. Other internal variables such as school management, school curriculum, teacher qualification and training, and school environment are examined. Additionally, the government policies regarding the expansion, management, and supervision of both kinds of schools are explored. All of these variables were examined as key factors contributing to the success and effectiveness of the private and the public school.

Along with other public services, involvement of the private sector in education is a growing trend in many developing countries. Nepal has experienced a tremendous growth of public and private schools over the past decade. Generally, private schools are considered better and more

effective schools. However, only a few research studies can be found that have focused on private schools in developing countries. This study will add some knowledge in understanding the key internal and external factors surrounding the school environment which contribute to the success and effectiveness of public and private schools in Nepal.

Statement of the Problem

In quantitative terms, the development of education in Nepal has undergone massive growth since independence in 1950. The growth has occurred in public as well as private sectors. But more recently, the tremendous growth in student enrollment and the increase of private schools in Nepal indicate that private education has been very popular. In Nepal, the rapid growth of private schools started after the government established a policy in 1980 encouraging the private sector to open up schools. The Educational Statistical Report of Nepal (Ministry of Education and Culture, MOEC, 1986), indicated that from 1984 to 1985 the number of private primary schools increased by 93 percent, lower secondary by 137 percent, and secondary by 11 percent. Over the same period, student enrollment in private primary schools increased by 233 percent, in lower secondary by 185 percent, and in secondary level by 27 percent. This is a 64

percent average increase in the number of private schools at all levels and a 122 percent increase in student enrollment.

The Education and Human Resources Sector Assessment final report prepared by the Improving the Efficiency of Educational System Project (IEES, 1988) indicated that 8.7 percent of all lower secondary school grades 6 and 7 were supported completely privately. This represented 8.1 percent of the total of lower secondary students enrolled in private schools. Similarly, 27.7 percent of secondary grades 8, 9, and 10 were totally privately supported, enrolling more than 19 percent of all secondary students. The report indicated that 2.6 percent of private primary schools enrolled 3.1 percent of all primary school children in the country. There are also kindergarten and nursery (pre-primary) schools owned privately and they are increasing every year. It is notable here that the government has not conducted an extensive survey of private schools, so the number of private schools and the percentage of student enrollment might be even higher. The private school educators estimate that currently, 30-40 percent of the total K-10 students are enrolled in private schools in Nepal. If their claim is true, this is a very high percentage of enrollment for a country like Nepal, where the history of private schools is short.

There is evidence in the statistics that private schools have become a major part of the nation's school system and they are producing a good number of high school graduates every year. Besides some short papers and articles, research on private schools in Nepal has been a neglected area. The government does not have an organized mechanism to keep track of private schools. Until very recently, the Ministry of Education and Culture's (MOEC) national annual statistical report didn't even include the number of private schools and the students enrolled in these schools.

Certainly the expansion of private education has helped the country by supplying more classroom space to meet the increasing demand of education. But without a systematic examination or an evaluation process, the actual productivity of this large private sector is unknown. Thus, the evaluation of the education sector as a whole is incomplete without a thorough examination of private education in Nepal. Although private schools are considered better than public schools, there is no comparative study conducted in Nepal examining the differences between the two. This study hopes to fill that gap.

In general, there are very few research studies conducted on school effectiveness in developing countries

(Cohn & Rossmiller, 1987). There is a need to look at the causes of the success and effectiveness of these schools. In the case of Nepal, where public schools are supported partly by the community and private schools operate independently without the coordination and supervision of any particular agency, it is important that their students, teachers, administrators, management structure and operation be examined. The school culture and environment that exists in schools may be contributing to the success and effectiveness of these schools.

According to James (1988a), the development of the private sector in education is determined by three variables: excess demand (not enough public schools), differentiated demand (people wanting a different type and choice of education), and the supply of non-profit entrepreneurship (often with religious motivations). She argued that while excess demand is more likely to be the reason for private school expansion in developing countries, the availability of religious educational entrepreneurs adds to the power of differentiated demand. But the case of Nepal is a unique one. Here, the affiliation of religious organizations with the private schools is almost negligible. Only a handful of schools are run with religious affiliations. Thus, as in many countries, private schools in Nepal are not operating as non-profit organizations.

It is possible that both excess demand and differentiated demand could be the reasons for private school expansion because public schools are also increasing in Nepal. However, the demand for and expansion of these schools are not supported by religious educational entrepreneurs. Private schools in Nepal are for-profit organizations. In many cases, they are operating as "educational industries".

The expansion of many private schools at all levels and their increasing demand indicate that people are attracted to private schools. Although private school costs are much higher compared to public schools, enrollment in these schools has continued to soar. But what makes private schools so popular has not been explored by previous research studies. The differences in the quality of education, school management, student discipline, and teacher qualification have not been examined between the two schools. Some private schools are perceived to be better than public schools simply because they are labeled as "private". One of the reasons for this "private popular" movement might be the attitude of parents towards public and private schools.

The government's decentralization policy, not only in education, but for all public services, encourages the

involvement of the private sector in education. The government promotes this policy for financial and supply reasons. While privatization increases the enrollment and helps meet the public demand for access to education, it also reduces the financial burden on the government in managing and running the schools. Since 1981, one of the Ministry of Education and Culture's strategies to increase enrollment in schools has been through privatization (IEES, 1988). In order to promote private sector involvement in education, government policy on private schools may be relaxed. As a result, the policy guidelines are unclear and private schools have very little or no communication with the government.

The lack of research looking at the differences between the two types of school raises many questions. What factors are involved and to what extent they matter has not been examined. What differences exist in school management? Is absolute autonomy helpful to schools? What programs and incentives are needed for teachers? What effect does the school environment have on student behavior and learning? The lack of answers to these questions not only poses a problem for the government educational planners, but also to the private school entrepreneurs, parents, teachers, and school administrators.

Purpose of the Study

The main purpose of this study is to conduct a comparative field research project in Nepal involving a public and a private school and to examine the factors contributing to their success and effectiveness. The study looks at the differences between a private and a public school and examines the factors that affect their success and effectiveness. The study looks into factors such as school management, teacher qualification and training, government policy on education, the curriculum design and implementation, and the school environment made up of students, teachers and administrators.

The study also examines how parents view the public and the private school, because it is the parents who choose schools for their children. I believe that the study will be of interest to private school entrepreneurs, educators, parents, and government officials involved in policy making, planning, and implementation of education programs.

Research Questions

Primary Question

What are the differences between a public and a private school in Nepal? And what are the factors that contribute to their success and effectiveness?

Implementing Questions

Internal Factors:

1. How is the public school managed differently than the private school?
2. What is the difference in students' attitudes and behaviors between the public and the private school?
3. What is the difference in teachers' attitudes and behaviors between the public and the private school?
4. What is the difference in school administrators' attitudes and behaviors between the public and the private school?
5. What kind of school environment do students, teachers, and administrators build in public and private schools and to what degree does this environment influence the school's success and effectiveness?
6. What is the difference in teacher qualification and training between the public and the private school?
7. What different curriculum is implemented in the public and the private school?

External Factors:

8. What is the socioeconomic background of the students who attend the public and the private school?
9. What is the perception of parents and the community towards the public and the private school? And why?

10. What is the government policy and role regarding the management, and supervision of public and private schools?

In order to address the research questions above, this study utilized qualitative case study method as the primary methodology. The data were collected through in-depth interviews of 16 participants who were associated with the two schools used as research sites in this study. The participants involved were students, teachers, principal, headmaster, and parents. Additional data also came from the researcher's journal based on school observations and informal conversations with many educators. School journals, documents, and government papers were consulted for more data.

Rationale and Significance of the Study

This study will be of greatest interest to those who are interested and involved in the development of education programs in Nepal. Particularly, this study will be of keen interest to all the individuals and organizations who play vital roles in the establishment, expansion, and operation of public and private schools in Nepal.

In a sense, this study is a pioneering one because of the lack of research in this field in Nepal and it is a

significant one because of the exploratory research approach it applied. Examining both the internal and external factors, particularly from a social behavioral perspective, is an important way to look at the success and effectiveness of schools because it is these factors that build a school environment which may be instrumental in the success and effectiveness of a school.

Due to the lack of research, especially a comparative study between public and private schools in developing countries, the findings of this study will be of significant value to educational planners, policy makers, educators, parents, community leaders, and to educational leaders and entrepreneurs in the public and the private sector. Although this study is focused on the case of Nepal, other developing countries in the same situation may benefit from its findings.

In western industrialized countries, involvement of the private sector in education is not a new phenomenon. There is a long standing debate over public versus private education in many countries. Public policy on private schools and its success and effectiveness has been examined by several researchers (Alexander, 1987; Blaug, 1987; Cibulka, 1989; Coleman, Hoffer, and Kilgore, 1982; Cooper, 1989; Devins, 1989; James and Benjamin, 1988; James, 1988b;

Levin, 1989; Talbert, 1988). Therefore, this study in its broadest sense, lies within the context of choice of education, alternative educational services, demand and supply of education, effectiveness and efficiency of schools, and financing of education. In the context of developing countries, privatization relates more to the demand and supply side and financing of education (James, 1989). However, effectiveness with higher achievement and expectations are reasons for private school operations in the Philippines, Korea, and Tanzania (Psacharopoulos and Woodhall, 1986).

The history of education development in Nepal is not that old. The opening of public schools became legal only after the political revolution of 1950. So private schools are relatively new in Nepal. The growth of private schools has been especially rapid during the last decade and no systematic research study has been conducted to examine the popularity, success, and effectiveness of these schools. For the first time, the recently formed National Education Commission 1991 has recognized the need for such a research study focusing on private schools.

Most of the school effectiveness studies have focused on input and output indicators. They have measured effectiveness by examining the product and outcomes of a

school system. Some other studies have based effectiveness on the school's cost efficiency factors (Blaug, 1981; Jimenez and Cox, 1989; Windham, 1988;). All of these studies have focused more on one single variable--product--rather than process. The process which involves the attitudes and behaviors of the key players in a school environment, such as students, teachers, school principals and parents, has often been ignored. I think it is important that the process, which has direct impact on the product, needs to be examined very carefully. This study has looked at those factors from an ethnographic perspective rather than the traditional psychometric-experimental approach. This notion is realized and supported even by experimental researchers like Windham who mentioned that "some educational production issues are researchable only by ethnographic methods" (1988, p.21). So, I believe this study will be of significant value in the field because of its prime focus on process indicators.

Private educational institutions in many countries have strong religious ties. Many non-profit religious organizations often control and operate the private schools. Thus, many research studies have been conducted with a particular focus on the non-profit nature of the private schools and the religious values they provide (Lines, 1988; James, 1989b). But the case of Nepal is quite different.

Religious ties with private schools are almost nonexistent in Nepal. Private schools in Nepal are not operating as non-profit organizations. And, there is a lack of research study for this kind of situation. I hope that this study will fill the gap to some extent and will add to the knowledge in understanding these independent schools and the differences that exists between the public and private sector.

Assumptions

The following assumptions guided me through this study.

- 1) That there are differences between public and private schools in Nepal and private schools are widely considered and accepted as more successful and effective schools.
- 2) That in order to find out the differences between the two schools, a comparative case study is the right approach to use.
- 3) That school effectiveness can best be presented by a thorough examination of organizational/structural and process variables together (Purkey and Smith, 1983).
- 4) That students, teachers, principals, and parents play important roles in creating certain environments in schools and those environments are key factors in the school's success and effectiveness.

Definitions of the Terms

Private Schools. Private school means different things in different countries. This study used the description outlined in the National Education Commission (1992) report, which says private schools are the ones that do not receive regular financial support from the government, but are established under government policies and procedures. They are allowed to collect tuition and fees from the students as set forth by the school management committees. They must follow the national curriculum required by the government but are free to have additional curriculum (text books, extra subjects etc.) decided by the schools themselves. The district education office is supposed to provide supervision for these schools.

Public Schools. Public schools in Nepal are those which receive government financial support on a grant in aid basis. Primary schools up to grade five are fully supported by the government; however, secondary schools are supported only 50 percent. The community must come up with the other half of their operating costs through school fees, donations, volunteering for school building maintenance work and so on. This way, considerable private costs are involved in these public schools. Curriculum is centralized and implemented throughout the country. Public schools in

each district are supervised and coordinated by the district education office.

Limitations of the Study

This study was limited by the following factors:

- 1) Only two schools, one public and one private, were used as the sites for this study. Participants for interviewing were selected only from those two case schools. Thus, the findings were based solely on what the people associated with the two schools said. These two cases may not fully represent the range of perceptions of other people associated with public and private education in Nepal.
- 2) This study was conducted in the southern, semi-urban area of Nepal so the case schools used in this study may not be "representative" of schools from all parts of Nepal. However, each case school studied is described in detail so that readers of this study will be able to interpret the "transferability" and "fittingness" of the case (Lincoln and Guba, 1985).
- 3) This researcher cannot claim that the findings of this research can be generalized to other developing countries because this study was based in the educational situation in Nepal. But policy makers in other countries in similar situations may find certain aspects of the study helpful.

- 4) Another limitation of this study is that it focuses on processes rather than product. The findings of the study are based on observations of the school environment and interviews with students, teachers, principals, and parents. The success and effectiveness of a school is described according to what the participants said in their interviews.
- 5) The major source of data was interviews using a tape recorder. Although a very small microphone was used to decrease its visibility, the participants were not used to being taped which might have affected their level of openness.

Organization of the Dissertation

This dissertation is divided into eight chapters. In summary, the chapters contain the following:

Chapter One outlines the problem statement, purpose, rationale, and significance of the study. The primary and implementing research questions are posed, central terms used in the study are defined, and limitations of the study are outlined. This chapter provides the reader with the heart of the problem and explains what is in the chapters ahead.

Chapter Two presents literature written on public and private schools and related topic areas for this study. An extensive review of the literature is done on public-private education, and school effectiveness. Examples of public and private schooling systems are drawn from various countries in the world. Literature found specifically addressing education in Nepal is reviewed in a different section. At the end of this chapter, a conceptual framework emerging from the literature is outlined and linked with the research questions of this study.

Chapter Three describes the research design and methodology used in this dissertation. Justification and appropriateness of the qualitative case study approach for this study are presented. Data collection and analysis methods are explained. Also described in this chapter are the participant profiles, the city, and the schools. The reasons for selecting the schools are presented.

Chapter Four provides important contextual information about the country and its historical background of education. The development of education since 1950 to the current situation is described. The status of primary and secondary education is presented. Further, this chapter provides the reader with information on student enrollment,

teachers, and schools. A section on private education in Nepal is presented at the end of the chapter.

Chapter Five, Six, and Seven are the heart and soul of this dissertation. Each chapter systematically presents parts of the data; together they outline the findings of this study.

Chapter Five is focused on school management and operation. The role of the Headmaster, School Management Committee, District Education Office, and the community are described. Data are presented in a truly descriptive manner with lines from the participants' own words.

Chapter Six addresses the issue of quality of education in public and private schools. Factors that affect the quality of education such as school curriculum, medium of instruction, teacher qualification and training, teacher morale, and class size are addressed.

Chapter Seven is focused on internal and external school environments. This chapter describes the differences in student discipline and behavior in the public and the private school. The chapter also addresses the impact of political activism in the schools.

Chapter Eight offers the conclusions of this study. This chapter outlines the implications of the findings and points out several areas for further research regarding education in Nepal.

An appendix and a bibliography are provided at the end.

CHAPTER II

REVIEW OF THE LITERATURE

Introduction

This section consists of a critical review of the literature on private and public schools. The studies reviewed here have examined the factors that affect a school's success and effectiveness. While there is considerable literature on public and private school efficiency and effectiveness in developed countries, there is very little that examines the situations in developing countries. The field especially lacks case study literature.

First, this review will look at the public versus private education debate in some countries which deals with why either public or private education is preferred. Then it will examine some of the factors that people consider when choosing either public or private schools. Analysis of this debate should provide some insight into various attitudes people have held regarding the public and private of education. Secondly, it will examine research studies on school effectiveness. This will provide important information about different factors and how they impact in different situations. Also, the limited literature found on

private education in Nepal will be reviewed. And lastly, this chapter will show the linkage of the concepts found in the literature with the research questions in this study. Throughout the review, an attempt will be made to indicate why this study is significant and explain the research gap this study will fill. The study will generate theoretical propositions directly from the data collected.

Public Versus Private Debate

Education has been recognized as one of the key factors for national development. Necessary economically, politically, socially skilled people according to the specific need of the country, can be produced only if the country has an effective and relevant education system. For the last several decades, many developing countries have struggled to find such effective education systems.

Largely, providing education has been a task of the government as a service to its people in developing countries. In many countries, education is provided through public school systems with all or most of the cost paid by the government. But with growing populations, increased costs, and financial strains in other areas of government, the task of providing public education has not been easy for many governments. In addition to the financial problems, there has been a growing concern about the effectiveness of

the subsidized public education systems in many countries. Privatization, or involving the private sector in education, has increasingly been seen as an alternative to address part of this problem.

But the alternative, access and availability of private education, has not been free of controversy, and its effectiveness in a national context has been challenged. While discussing private or public education, it is important to know which particular system and country is being discussed, because private education means different things to different people in different countries. In many countries, private schools have strong religious ties and are run strictly by various types of churches, which creates another set of controversies such as domination of one religious values over another (Crain and Rossell, 1989; Lines, 1988; Marshall and Brant, 1989). In other countries, both public and private systems of education are fully supported by the government and the only difference between the two is recognized by who runs the school, the government, or a private organization. While many private school systems operate as non-profit organizations, there are private systems which operate strictly for profit purposes. So there is a great deal of variance in the private sector of education itself. Depending on the type of private institution, its degree of effectiveness or

appropriateness might be different from a national perspective.

Countries have gone back and forth in promoting and adopting private education systems. In Australia, the dual system of public and private schools, both supported by government funding, has been in existence for a long time. Sherman (1982) stated that there have been many proposals to expand the private sector to create a competitive education system. These proposals have asked for increased government funding for private schools mainly with tax-credit legislation, education vouchers, and direct grants to low-income families. Nevertheless, with the development of the present system of free, compulsory, and secular public education, the government funding for private sector education was discontinued (Beswick and Harman, 1984; Sherman, 1982). Primary and secondary education is effectively organized and controlled by the ministerial departments in all states.

Kenya's Harambee Schools, which are considered private, offer a different example of local communities coming together to open new schools to meet the demands of education, although they have not been free of controversies. Sixty percent of financing of secondary education in Kenya is local, one of the highest in

developing countries. These schools enroll more than half of the country's secondary school population (Mwiria, 1990). Even so, the Harambee schools have received criticism for the deteriorating quality of education they provide, overcrowded classrooms, planning that does not meet government expectations, and the burden they put on local communities. Mwiria (1990) stated that in order to control the rapidly increasing number of these Harambee schools, the government in 1965 strictly regulated the opening of new schools and required the local community to come up with U.S. \$2500 (an almost impossible amount for communities in Kenya at that time) before establishing a school. But within a couple of years, the government realized the importance of Harambee schools and understood the dissatisfaction of the communities with the government restrictions. This prompted the Secondary School Harambee Package Plan in 1975, which provided limited financial assistance to some of these schools (Mwiria, 1990). The controversy still exists. It now appears that the Harambee schools in Kenya will continue to play an important role politically and socially. They may be of lower quality than the government controlled public schools but their need and importance in the society is certainly not.

In France, a different model exists. Private schools, which are mostly run by the Roman Catholic Church, play an

important role in the education system because they enroll close to 20 percent of all primary and secondary level students. But Hough (1984) mentions that with the socialist government in power, the attitude towards these schools has been unclear and there was some suspicion that these schools might be abolished on ideological grounds. Also, the public funding of private schools has been a source of considerable political conflict (Teese, 1986). However, the role of private schools in France has continued to be a significant one since the postwar period. Private schools have been effective and they are very popular from the perspective of moral and religious values. So even though the controversy exists from a political standpoint, their disappearance is very unlikely in France (Hough 1984, p. 90).

Another example of public versus private education can be seen in the Japanese education system. Ichikawa (1984) stated that in order to meet the social demand for higher education, the Japanese government promoted private universities with financial support during the mid-sixties. The number of private universities grew from 9 to 165 in a ten year period and the share of private enrollment rose to 76 percent. This rapid expansion resulted in a diminishing quality of education which caused massive student protests during the late sixties and led to government reconsideration of its education policy. Ichikawa further

stated that in this reform process financial assistance to private universities was severely limited, which resulted in the failure of many private universities. But soon after, according to James and Benjamin (1988), the Japanese government realized that private institutions were necessary and the country could not afford to lose them and began to provide subsidies. By the early eighties, private education institutions were receiving 50 percent of their operating costs from the government (Ichikawa, 1984). In Japan, where public education institutions are evidently of higher quality and private institutions are seen as "the other side of the coin" (James and Benjamin, 1988, p. 55), their successful existence is important because they fill the gap left by the public school system. So, in the case of Japan, private schools are necessary, not because they are more effective than public schools, but because they help in maintaining the higher standards of public schools (which enrolls only high achievers) by filling the excess demand gap.

In a situation where public and private schools have no differences in status and standard, such as Sweden, the public system tends to be more popular than the private. In Sweden, the government provides an equal amount of financial support to both the public and private sector of education (up to 50 percent of their expenditure); local authorities

are responsible for the other 50 percent. This makes private ventures in education less appealing because there is no problem with excess demand. Marklund (1984) reported that in Sweden, establishing a private school is very simple and easy but little use is made of that liberty. In Sweden's case, the effectiveness of the public system and the quality of education is not a concern, thus reducing the need for an expanded private school system (James, 1988a).

Public versus private education is nowhere more controversial than in the United States of America. The controversy here is not only about effectiveness and efficiency of the systems, but is surrounded by broader issues such as social inequity, desegregation, and service and power to the elite class. The controversy between public and private schools became intense mainly after the Supreme Court ruling in *Brown v. Board of Education*, 1954, which required states to desegregate schools. In this context, Guthrie and Bodenhausen (1984) wrote,

The mid-1950s Supreme Court school desegregation decisions precipitated numerous reactions. One outcome, white efforts to avoid racially desegregated schools...resulted in the greatest surge in non-public school enrollments in the twentieth century. By 1968, the time by which court-ordered desegregation was at its most intense nationwide non-public school enrollments climbed to 14 percent of the total population. The growth resulted primarily from the formation of hundreds of 'white academies' in the southern states...Virginia attempted to aid such segregated

schools by closing its public schools. Mississippi rescinded its compulsory school attendance law and attempted to arrange state tuition payments for students attending segregated private schools (pp. 247-248).

While many segregated schools could not operate because of court rulings and other federal government investigations, and private school enrollment went down to 7 percent by 1975, the popularity, demand, and success of private schools was not gone for long. By 1980, the K-12 private school enrollment in the US had risen to about 11 percent (Guthrie and Bodenhausen, 1984). At present, according to James (1988a), 18 percent in primary and 10 percent in secondary level are enrolled in private schools in the United States. This indicates that despite all the controversies, private schools continue to play an important role in the United States.

In 1992, when President George Bush announced an education voucher plan it received mixed reviews along the line of public-private education. Although the President's voucher plan was intended to help low income families and to bring competitiveness among public schools, educators were skeptical about its positive results.

Some research studies on public and private schools have generated more controversies than solutions to the

issue. The publication of Equality of Educational Opportunity, based on the study conducted by Coleman et al. (1966), was quite controversial. Well known as the Coleman Report, the study concluded that schools really don't matter in the learning for children; what matters more are the student's family, peers, and the social environment. Many educators and researchers around the country didn't agree with this finding. Another study conducted by Coleman, Hoffer, and Kilgore (1982) contradicted Coleman's earlier finding. In that report, Public and Private Schools (1982), Coleman, Hoffer, and Kilgore found that private schools produced better cognitive outcomes than the public schools. However, this report also generated lots of controversies, because the report was seen as overwhelmingly supportive of private education.

Private schools have long been present in the British education system. There also, the debate over public versus private education has involved many social issues. Mainly, they relate to inequity, freedom of choice for parents, privilege for elites, and raising standards in education. Discussions on the issue with a focus on key points helps to understand the subject matter better, but often these debates turn out to be very political, which undermines the main points of the discussion. Walford (1990) stated that -

Politicians, policy makers, and the general public tend to have strong opinions about private schools. They are often either firmly in favor of them or equally firmly against, with little room for discussion or compromise. What debate that occurs is usually conducted more in terms of polemic than of rational argument, and a detailed knowledge about private schools is often lacking (p. 1).

The two major political parties in Britain, Labour and Conservatives, have taken completely opposite viewpoints regarding private schools. While the Conservative government thinks of privatization as freedom and choice, innovation, and efficiency, the opposition Labour Party portrays it as a policy of inequality, exploitation, and individualistic competitiveness (Walford, 1990; Shipman, 1984). Walford (1990) quoted the two parties' views on private schools as follows:

Private schools are a major obstacle to a free and fair education system, able to serve the needs of the whole community. We will abolish the Assisted Places Scheme and local authority place buying; and we will phase out, as quickly as possible, boarding allowances paid to government personnel for their children to attend private schools whilst ensuring secure accommodation for children needing residential education.

(Labour Party Election Manifesto, 1983, pp.32-33)

Giving parents more power is one of the most effective ways of raising educational standards. We shall continue to seek ways of widening parental choice and influence over their children's schooling.

(Conservative Party Election Manifesto, 1983, p.35)

Although both political parties state that their views are the best for public good, they do so for political reasons. So it is important to note what the public opinion has been on these issues, because parents and students are the ones who practically have to deal with the systems. Among the recent studies on British private schools, Johnson (1987) conducted a study on why parents send their children to private schools. Although Johnson's research methodology in this study has been challenged by researchers, some of his findings are consistent with other researchers like Fox (1984, 1985). Johnson looked at different groups of people using the private schools and found the following.

- * Users and ex-users of direct grant or similar low-fee schools.
- * Satisfied customers of the maintained grammar school.
- * 'Natural' users of the private sector (for whom the state system served as a temporary substitute)
- * Aspiring users of the private sector (who considered it was bound to be better')
- * Parents alienated by their contemporary experience of state primary education.
- * Parents alienated by their contemporary experience of state secondary education.
- * Families with boarding need.
- * Parents looking for a school to benefit a problem child. (Johnson 1987, p. 89)

The above points indicate that certain group of parents send their children to private schools because they have good perception of those schools.

Another study of private school parents conducted by Fox (1984, 1985) in Britain showed similar group of parents sending their children to private schools. The reasons she found for private schooling were to produce better academic results, to develop character by instilling discipline, to get on better in life, to continue the private education culture of their family, and, to do the best for their children.

In all of these findings, one thing that can be categorized is that parents want the best and the most effective school for their children and for this reason in many instances they select the private schools. Research on private school effectiveness is important and I believe that can be done more effectively on a case by case basis.

Also, what shows from the above debates and examples from many countries is that both public and private schools continue to remain in those countries amidst growing controversies. Instead of getting into the uncompromising debate of which system is better and effective, extensive and reliable research studies are needed as evidence.

Research on Public and Private School Effectiveness

Many studies on school effectiveness have been conducted by researchers at various times and settings

(Brundage et.al, 1980; Cohn and Rossmiller, 1987; Coleman et. al, 1966; Coleman, Hoffer, and Kilgore, 1981; Edmonds and Friedriksen, 1979; Ellis, 1975; Gray and Jones, 1985; Jimenez and Cox, 1989; Wayne, 1981). In the following section, I will review some of the past studies of school effectiveness in order to present a relative framework for the research questions examined in this study.

Why is research on school effectiveness necessary?

James and Levin (1987) posed the following thought provoking questions about the effectiveness of public versus private schools.

What draws people to public or private schools? What do parents think about when they choose a school? Are private schools better than public schools? Do they generally produce higher levels of academic achievement? If so, how - and how much? How strong are current trends toward privatization in schooling? How do the two sectors compare in serving the aims of social equity and equal educational opportunity? Is the profession of teaching distinctly different in public and private schools? How do salaries compare, and what do the differences mean? How does the organization and authority of schooling differ between the two sectors? How do the two sectors prepare citizens for participating in a democracy? What can the two sectors learn from each other about renewing moral education and civic learning? (pp. 6-7)

To answer all the questions posed above by James and Levin may require several research studies. But each and every question is uniquely important in order to understand

the schools in every society. If in fact one type of school system is better and more effective than other types of schools, research studies should be able to identify those factors associated with both effectiveness and ineffectiveness in schools. Particularly, studies of this sort would be extremely important in developing countries, because the quality of education and effectiveness of the education system is one of the key issues for many developing countries today. The fundamental question examined in this proposal is very much in line with some of the lingering issues faced by educators and researchers in this field.

Although there were some research studies done on school effectiveness before 1966, many emerged after the publication of the Coleman Report (1966). As noted earlier, the Coleman Report found that outside factors such as family, peers, and social environment were much more influential on student learning than the school itself. Coleman study used multiple regression analysis to measure the relative influences of variables such as family background, social environment, and teacher attributes on student achievement. Because the effects of each variable cannot be isolated, the interpretation of this study was challenged by other researchers (Bowles and Levin, 1968). They claimed that because the variables were correlated, it

could be shown that schools and teachers did have direct effects on student achievement. Later, when qualitative methodologies became more and more popular in the education literature, questions were raised whether multiple regression analysis was an appropriate tool to measure social variables, and school effectiveness research studies were conducted using case study and other qualitative methods (Brookover et al. 1979).

While 'school effectiveness' and 'student achievement' are two different topic areas for research, many school effectiveness studies have based their findings on students' cognitive achievement. For example, the study conducted by Coleman, Hoffer, and Kilgore (1981) on public and private schools in the United States had looked mainly at cognitive outcomes. Although quite controversial, this report is considered one of the most extensive studies conducted on school effectiveness that compares both public and private sectors of education. The study was conducted because of continuing concern over public and private schools and the lack of factual answers to questions such as how well do public and private schools work for children? Do they work differentially well for different types of children? Are private schools divisive, and, if so, along what lines? Are private schools more efficiently managed than public schools, and, if so, why? (Ibid, 1981, p.1). Coleman,

Hoffer, and Kilgore found that private schools produce better cognitive outcomes, provide better character and personality development, and provide a safer, more disciplined, and more ordered environment than do public schools. They further stated that private schools are more successful in creating an interest in learning and encourage interest in higher education and lead more of their students to attend college than do public schools with comparable students. They found that private schools are smaller and thus bring about greater degrees of participation in sports and other activities than do public schools. The smaller class size in private schools allowed teachers and students to have greater contact. Additionally, they stated that private schools are more efficient than public schools in accomplishing their task at lower cost.

The study not only reported the positive sides of private schools, it also pointed out some negative aspects that private school might produce. It concluded that private schools are socially divisive along income, religious, and racial lines. It further stated that the expansion of private schools would benefit whites more than blacks and other minorities, creating racial and economic segregation. The authors also noted that private schools provide a limited educational range with fewer electives compared to public schools, a narrower range of

extracurricular activities, and an unhealthy and unnecessarily competitive learning environment. Although the report pointed out both positive and negative sides of private schooling, it generated a big controversy because it is considered mostly supportive of private schools. The findings in this study add to the fact that private versus public education is an extremely complex policy issue. This issue becomes more complex in developing countries because of the lack of clear educational goals for both the private and the public sectors of education.

In their study, Coleman, Hoffer, and Kilgore looked at factors such as student attitude and behavior, and the school climate, and their effect on student learning. However, the validity of their data collection and method of analysis is questionable. Although the quantitative data provides some specific and important information, factors such as student behavior and attitude and the school climate are not quantifiable items. Students were asked only 3-5 questions related to their attitude and behavior which I think provided very limited information. I believe that qualitative research methodologies are most effective and informative for studies of school climate, students, teachers, and school administrators' attitudes and behaviors.

There are very few studies conducted comparing public and private school effectiveness in developing countries. Few researchers have looked into the research from developed countries and have examined their potential application in developing countries. Cohn and Rossmiller (1987) found that, "although there are differences between developed countries and less developed countries (as there must be), there are also great similarities in the determinants of academic performance (p. 390)." Cohn and Rossmiller mentioned that spending more money on schools would result in increased scholastic achievement in developing countries. The Coleman Report (1966) argued otherwise. Cohn and Rossmiller argue that simply "throwing money at schools" (1987, p. 393) may not have a significant effect, but how the additional funds have been utilized might have substantial effect.

Pointing out the limitations of school effectiveness research, Cohn and Rossmiller stated that most of the studies are conducted in the primary education sector in urban areas of developed countries, thus limiting its generalizability to the secondary schools and to schools in developing countries, particularly in rural areas. They also mentioned that school effectiveness research varies in quality and rigor, because many researchers have just assumed effective schools and student achievement to have

particular characteristics (determined a priori rather than from clear evidence). They concluded that "the research on effective schools has produced a list of ingredients but has not, to this point, produced a recipe for an effective school. The research does not specify the precise ingredients necessary for an effective school nor identify the relative importance of the various ingredients" (p. 399).

Cohn and Rossmiller also clearly recognized that most of the school effectiveness research is based on imperfect methodologies and data, whether using multivariate statistical analysis or qualitative case studies. They stated that "effective schools have been defined primarily in terms of gains in cognitive knowledge rather than by broader, more inclusive measures of the outcomes of schooling" (p. 381), a clear indication of the need of an alternative approach on school effectiveness research.

Jimenez and Cox (1989) conducted a comparative study of private and public school effectiveness in Columbia and Tanzania, in which they found private schools had an achievement advantage over public schools. They concluded that "students in observationally equivalent settings perform much better in private schools" (p. 29). In both countries, the socioeconomic backgrounds of students

attending private schools were much better. For example, the students in private schools came from high income families, better educated parents, and a larger proportion from urban areas. Among the school related variables they examined in Columbia, public school mean teacher salaries were higher than private schools, student teacher ratios were lower in private schools, and private school students had an advantage in the aptitude scores. The findings were different in Tanzania, where public schools are considered the elite schools. The student aptitude test scores were better in public schools, but teacher salaries were lower compared to the private sector, and student teacher ratios were higher in private schools. Jimenez and Cox based their findings mainly on aptitude and achievement test scores, leaving out other important variables such as school climate, administration and leadership, teacher attitude and qualifications, and student attitude and behavior. So, it is not clear if the findings would be different, if the other variables are taken into consideration.

Talbert (1987) pointed out that Coleman, Hoffer, and Kilgore (1981) and other subsequent research studies thereafter did not analyze school organization, which she claimed is one of the important variables in comparative public-private school effectiveness research. She stated that it has been assumed that stricter administrative

policies and practices in private schools helps to increase their academic performance, but the fact that private schools are organizationally more capable of recruiting academically talented and committed students has not been taken into consideration. The point is that feeding with the best and the better into the system might have been producing the better outcomes in private schools rather than the stricter administrative policies. In this regard, Talbert pointed out the sectoral differences of public and private schools. Public schools run under a more complex organizational model than do private schools, so this needs to be taken into consideration before jumping to a conclusion that private schools are better run.

Purkey and Smith (1983) conducted an extensive review of effective school studies. They found that past research studies on effective schools have considered many different variables and used several study designs such as outlier studies, case studies, program evaluation studies, and multivariate analysis of survey data. Based on their examination of the use of these variables in many studies, they found that the variables belonged to two groups. The first set which dealt mainly with administration and leadership factors in effective schools, which they called organizational and structural variables. The second set they identified were process variables, which created the

school environment and culture for enhancement of student learning. All together they identified 9 organizational and structural variables and 4 process variables. The following is a summary of those variables.

Organizational and Structural Variables

1. School Management: This included the core elements such as autonomy for the principal, teachers, and other staff, coordinated decision making, flexibility, creativity, and independence to improve the school. It recognized the different needs of each school and managed accordingly.
2. Strong Instructional Leadership: While the leadership and initiative came from the principal a good instructional leadership came from a well coordinated effort of the principal, teachers, and other staff members.
3. Staff Stability and Continuity: Keeping the best and the most effective teachers and other staff is important to maintain the effectiveness of a school. Effective team of teachers and staff were retained through strong leadership and management in the school.
4. Planned and Purposeful Program: A carefully planned program with clear purpose and expectations is important for a school's success. Purkey and Smith advocated for an expansion of basic requirements in the secondary curriculum and a decrease in the electives.
5. Staff Development Programs: These were organized on a continuing basis based on the needs of the teachers and other staff. Training areas focused to enhance the staff members' skill and knowledge.
6. Parents Involvement and Support: Parents were made aware of the students progress, especially in their homework assignments. Parents were involved as part of the students learning in and outside of school.

7. Reward and Recognition System: Academic success was recognized publicly to encourage students to work hard and succeed.
8. Increased Learning Time: School time was managed effectively, allocating more time for academic activities than non-academic activities.
9. District Support: This was strong for improvement of school facilities.

Process Variables

1. Collaborative Planning and Collegial Relationship: Relationship between teachers and the principal and within teachers were strong and positive. This was especially positive when a change was needed.
2. Strong Community: Everyone, the principal, teachers, students, and parents had a strong sense of community. They felt they belonged to the school as a community.
3. Goals and Expectation: Goals were clear and expectations set high with well defined purposes in all academic areas.
4. Discipline and Order: These were maintained with fair and consistent enforcement of clear rules and policies. This created a positive school environment. (pp. 443-445)

Purkey and Smith pointed out that effective school research is incomplete if both sets of variables are not examined, because the two groups are interconnected and support each other for effective functioning of a school. While organizational/structural variables work towards carrying out the mission of the school, the process variables create an environment to accomplish that mission. This study also shares this notion and variables from both categories as suggested by Purkey and Smith have been

researched. More explanation about this is given in the conceptual framework section at the end of this chapter.

The study conducted by Davis and Thomas (1989) is one of the most recent research work on school effectiveness. In this study they conducted an extensive review of the literature on school effectiveness and analyzed the findings of the previous studies (Austin and Garber, 1985; Brookover et al., 1979; 1982; Blumberg and Greenfield, 1986; Edmonds, 1979; Lipsitz, 1983; Purkey and Smith, 1983; Sergiovanni, 1987; Weber, 1971) on effective schools. In addition from their review of previous research studies, they identified five main categories of specific characteristics of effective schools. They included (a) good classroom management practices, (b) high academic engagement, (c) monitoring of student progress, (d) instructional improvement as a school priority, and (e) clear goals and objectives (Davis and Thomas, 1989, p. 71). They also mentioned that school excellence assessment tools can be developed in schools which would evaluate the achievement of stated school goals and beliefs and identify areas that need improvement.

Davis and Thomas also looked at the characteristics of effective principals and teachers. Among many characteristics, they identified four main categories of an

effective principal, strong leadership skills and traits, effective problem solving and decision making abilities, high social skills, and good professional knowledge and competence. Effective teacher characteristics included classroom management, organizing and structuring learning, orienting students, reviewing, and presenting objectives, developing efficient routines, increasing clarity, ensuring high success rates, and monitoring student progress.

Another recent study on school effectiveness comes from Gilchrist (1989), with his book titled "Effective Schools: Three Case Studies of Excellence". This study was conducted using a total case study approach. The complete data for the study was gathered through observations and interviews. Gilchrist's reporting of his study is quite intriguing with thick descriptions often citing the words of teachers, students, and parents. The last chapter of the book is written by Deede Sharpe summarizing the findings on effective schools. Sharpe points out seven common characteristics of good schools and explains the way to attain them. The effective school characteristics mentioned are as follows.

1. In every effective school, the climate is positive, promoting a desire to care.
2. In every effective school, there exists a clear organizational personality, characterized by stated missions, goals, values and standards of performance.

3. In every effective school, people are involved - all the people, all the time.
4. In every effective school, people are informed ... constant communications between administration, staff, parents and community are a given.
5. The effective school doesn't just take; it gives too. The school is a contributory partner to the community it serves.
6. The effective school follows the principle of "do as I say and as I do".
7. The effective school knows where it is at all times. It knows the importance of assessment. (pp. 136-140)

One of the highlights of Gilchrist's study is its extensive coverage and explanation of the people's actions, attitude, and behavior at these three schools. He identified the principal, teaching staff, other professional staff, students, parents, and community members as key players and reasons for an effective school. Unlike other school effectiveness research, Gilchrist stressed the role of the community which included many parents and volunteers in the making of an effective school. He stated:

If I have learned nothing else during my lifetime in education, it is that democracy can't survive without good schools and that good schools are only as good as their communities make them. To put it another way: Our schools are much too important to be entrusted entirely to the professionals - citizens can and should take active roles in making their schools as good as the best in the nation. (p. 1)

Literature on Private Schools in Nepal

The report recently submitted by the newest Nepal Education Commission to the government stated that -

...parents are attracted towards private and boarding schools. However, poor physical facilities, lack of qualified teachers, lack of financial security for teachers, high fees, and unplanned schools show that such schools give more priority to financial gain than education aspect. Parents have the notion that the management of public school is generally weak ...government has given the responsibility of providing education to private schools but there is no clear cut policies on them. ...It has been felt that there should be clear policies on the ownership, management process, text books and curriculum, fees control, and supervision and inspection. (p. 11)

However, as I stated earlier, no major studies have been conducted examining the private sector of education in Nepal. As a result, it is extremely difficult to find literature on this subject. There are some short research articles which can serve as anecdotal references, but their validity as research projects can hardly be justified. Their sampling is small, the length of study is short, and the methodological reasoning is unclear. Other general education studies have mentioned private schools, but reported their status so briefly, that the information is very limited. Especially, this researcher could not find any research work, longitudinal or short, on the subject of effectiveness of private schools in Nepal.

One of the very few studies to be found is that conducted by the Research Center for Educational Innovation and Development (CERID) on pre-primary and privately run primary schools in 1982-83. In her article based on this project, Malakar, the coordinator of the project, stated that the objectives of the project were to examine the aims and the educational programs of pre-primary and privately run primary schools; to assess the physical facilities available and the student enrollment practices followed in them; to find out about teachers recruitment procedures, their qualification levels, and their training and instructional processes; to study the financial and administrative aspects of the schools; and to study the role of the school managing committees in the schools. (1984, p.25). Thus, some of the related areas of school effectiveness research in this study can be identified as teacher qualification and training and the instructional processes they use, the role of the school management committees, and the educational programs these school used.

Following are some of the findings of the study that are related to the effectiveness of the private schools.

1. Educational programs and school curriculum were inconsistent between schools. Only English, math and Nepali were taught in all schools. Other subjects varied from school to school.
2. Physical facilities were inadequate in private schools. There were not enough rooms for staff and libraries. Very few schools had playgrounds.

3. Eighty percent of the teachers were untrained and their teaching experience varied from 1 - 5 years.
4. Most of the schools didn't have adequate teaching materials and teachers were unenthusiastic about using local materials.
5. Some evidence of a teacher evaluation mechanism was found. These evaluations were mostly based on regularity, punctuality, professional interest, and dedication to teaching.
6. After school tutoring was provided to weaker students.
7. The Headmaster provided the overall leadership in school administration including teacher supervision in the classrooms.
8. School Management Committees were not part of the academic advancement of the school. They mainly participated in finding funding source for the school and teacher searches. (pp. 28-42)

As the study was conducted in the pre-primary and primary sectors, their findings may not be generalized for secondary and other levels of education. However, the study does provide some interesting information about the independent nature of the private schools in respect to their curriculum, and the lack of supervision from the district education office.

Another study conducted by CERID in 1982-83, and carried out by Pande (1984) as the coordinator of the project, focused on the status of private colleges in Nepal. The study found that the privately run campuses severely lacked physical facilities as most of them didn't have their

own buildings and were running in local school buildings. Their financial status was deteriorating because they solely depended on student fees. Campus management lacked strong leadership and the managing committees were almost dysfunctional. Most of the teachers were employed part-time so their commitment to the job was low. Although a majority of the teachers had completed the required education level, they lacked necessary training. However, the study found that classes on private campuses were held more regularly than public campuses and that the relationship between students and teachers was better.

Shrestha (1982) conducted short case studies of 4 successful secondary schools in Kathmandu Valley. At the time of the study, the National Education System Plan (NESP) 1971 which also supervised private schools, was considered a failure and was blamed for much of the deteriorating quality of the education system in the country. In this context, Shrestha pointed out that although NESP had failed, some schools were succeeding on their own initiative. The single most important reason these schools were succeeding, the study claimed, was the magnificent leadership and active role played by all 4 headmasters (Shrestha, 1982). The headmasters were seen as a teacher first and then as an administrator. Some other findings of the study included: the shared decision making process exercised by those

schools; good relationships between teachers and the administrators; incentive programs for teachers and even for students who showed extraordinary progress in learning; and the good rapport created between students and teachers. Additionally, the study found that all 4 schools were consistent with a well planned curriculum and creation of instructional teams; teachers' attitudes were positive and they were dedicated to their jobs. Shrestha claimed that the factors contributing to the success of these 4 schools would be applicable to all schools in Nepal. However, it is important to note here that all schools studied were from the urban Kathmandu valley which is quite different socially and economically than the majority of the countryside in Nepal.

Conceptual Framework for

Research Question From the Literature

Although there is no one recipe for effectiveness (Davis and Thomas, 1989), there is sufficient evidence from previous research studies that effectiveness of a school is a combination of several things: the management, the skills and knowledge of the people in and out of the institution, their attitude and behavior, the environment surrounding them, and the school culture they create. A clear understanding of these elements would help to create an effective school. Leaving out one of these factors in a

study decreases the level of understanding. The research questions for this study are drawn from all the areas of school effectiveness and address the elements that need to be examined to understand the differences between public and private schools in Nepal and the factors that make them successful and effective.

I concur with the arguments of Purkey and Smith (1983) that an effective school can be described only if both sets, organizational and structural, and process variables are examined together. Study of one without the other is incomplete because the two sets of variables are interrelated and interdependent (Cohn and Rossmiller, 1987). While organizational and structural variables deal with the leadership and administration ensuring the operational aspect, process variables work towards the dynamic of the school and creation of an atmosphere for the enhancement of learning. My primary research question addresses the need to examine both sets of variables as categorized by Purkey and Smith (1983). This notion of looking at both sets of variables in school effectiveness expands also from the perspective of social organizational theory.

The implementing questions 1, 4, 6, 7, 8, and 10 seek information from the organizational and structural point of view. They require a careful examination of strategic

management practices used in the schools and the leadership provided by the principal (or headmaster, which is used more often in Nepal). Other implementing questions 2, 3, 5, and 9 explore the process variables, examining school cultures, the attitudes and behaviors of people involved in the school, and the community they create together.

This study is also associated with the theoretical framework of school effectiveness which has emerged over the last decade. Cuttance stated that "the new frameworks count instructional variables and social psychological inputs, such as pupil motivation, attitudes and behaviors, among the resource input to schooling, and more emphasis is placed on the social, organizational, and historical context of schools" (1985, p. 17). Cuttance has further quoted Erbring and Young who have argued that "many of the theoretical models which are suggested as the basis of contextual effects are sociologically and social psychologically vacuous and that meaningful models of inter-individual interaction require a reconceptualization of the role of context in school effectiveness research" (1979, p. 16).

Many researchers have recently advocated a multi-methodology approach in school effectiveness research because of the crucial importance of the social behavioral variables. Strivens (1985) argued that variables like

perceptions of pupils should not be ignored, because they form the majority of the institution's members. Patton shared the view that "multiple methods and triangulation of observations contribute to methodological rigor" (1990, p. 492). Gray and Jones stated that combining the two methodologies, qualitative and quantitative, is a practical strategy for enhancing understanding of both educational processes and outcomes. They preferred "a combination of 'detective' work and the methodology of case study based on interviews and observations" (1985, p. 113).

In summary, the research questions in this study extend from the past comparative studies on private and public schools and the studies on school effectiveness. The research questions emerge from the perspective of social organizational theory which looks at schools as separate organizations and seeks to understand the whole process that occurs in them. For this case study set in Nepal, these questions become unique, and the findings of the study will add to the knowledge and understanding of private and public school policy issues in developing countries.

CHAPTER III

RESEARCH DESIGN AND METHODOLOGY

Introduction

The purpose of this chapter is to outline and describe the research design and methodology used in the study. The chapter attempts to explain the appropriateness and fittingness of the qualitative case study method for this study. Additionally, the chapter describes other components of the study such as selection of site and sample, data collection techniques, data analysis, and timelines of the study.

The decision to utilize the qualitative case study method as the main approach for this inquiry (with some utilization of quantitative data) stems from the conceptual framework that I have described under the literature review section. The conceptual framework came out of the literatures reviewed to meet the specific needs addressed in the research questions of this study. While some basic statistical data provided specific information for the study, the data collected from observations and interviews clarified the deeper issues like students', teachers', administrators', and parents' attitudes toward private and public schools. As Kidder and Fine (1987) pointed out, the

combination of qualitative and quantitative measures in a study is a form of triangulation which enhances the validity and reliability of one's study.

Theoretical Assumptions - Qualitative Case Study Method For This Study

Qualitative case studies explore and define a particular event or situation in detail. Case study descriptions are thick and they contain specific accounts and insights of a phenomenon. Merriam (1988) stated that:

A qualitative case study is an intensive, holistic, description and analysis of a single instance, phenomenon, or social unit...Case studies are particularistic in that they focus on a specific situation or phenomenon; they are descriptive; and they are heuristic - that is, they offer insights into the phenomenon under study (p. 21).

Qualitative research methodology examines events as they occurs naturally. Settings are not created for a study, they exist as a bounded phenomenon. Criteria are not set by the researcher, they evolve out of the research process. As Patton (1984) described,

Researchers using qualitative methods strive to understand phenomena and situations as a whole; ...a qualitative research strategy is inductive in that the researcher attempts to make sense of the situation without imposing preexisting expectations of the research setting. ...Qualitative designs are naturalistic in that

the researcher does not attempt to manipulate the research setting. The research setting is a naturally occurring event, program, relationship, or interaction that has no predetermined course by and for the researcher (p.40-41).

This case study includes a private and a public school in Nepal for which existing differences were explored and factors that contributed to the success and effectiveness of those schools were examined. Meaning was drawn from the 'thick description' and direct accounts given by all participants. As the private schools in Nepal are totally independent and different from one another, the school studied was viewed as a case in itself. The study examined both internal and external factors influencing the operation of schools.

Merriam (1988) pointed out four characteristics as essential properties of a qualitative case study research. They are particularistic, descriptive, heuristic, and inductive (p. 11).

Particularistic means that case studies focus on a particular situation, in this case the situation of two schools that I selected as my research sites. Also the situation examined here is the expansion and increasing role of private schools as well as public schools in the development of education in Nepal. Private schools,

especially in Nepal have expanded very fast in a short period of time and their role has become significant. So, this particular phenomenon needs to be examined carefully.

Descriptive means that the findings of a case study include "thick" and "detailed" description, which in this study are the real accounts given by all participants, the students, teachers, principals, and the parents. This study describes the way public and private schools in Nepal are run and what they do to make themselves successful and effective.

Heuristic means that the case study increases the understanding of the phenomenon, in this case the differences between a public and a private school and the examination of why private schools are considered more effective than public schools. This study seeks to increase our understanding about the effectiveness of schools with a careful examination of the variables involved in this process.

Inductive means that case studies rely on inductive reasoning rather than prior hypotheses, assumptions, or concepts. They emerge as the data is examined. In the case of public and private schools and their effectiveness in Nepal, lots of things are unknown. Data were analyzed as

they were collected, and tentative generalizations were made and concepts and hypotheses were identified simultaneously.

Qualitative case study method was the most effective method for this study because my main focus of inquiry was to look at how things are done differently in public and private schools in Nepal. Drawing upon that information, I examined how different factors contributed to their success and effectiveness. Instead of gathering test scores and numbers about them, I talked directly to people who were instrumental to the school. I observed the human behavior and the daily activities of the schools in order to get a first hand look. I did it this way because understanding the process in these schools was more important than examining their products or outcomes. I believe that all the approaches I used fit into the qualitative research framework.

In order to have an in-depth look at a phenomenon, one needs to understand the process from a cultural perspective. I looked at the school cultures of public and private schools comparatively. In this context, understanding the attitudes and behaviors of students, teachers, headmasters, and parents was very important. In support of this notion, Wilson (1977, quoted in Marshall and Rossman, 1989) has

provided the following arguments which I found relevant throughout this study:

- * Human behavior is significantly influenced by the setting in which it occurs; thus one must study that behavior in situations. The physical setting - e.g., schedules, space, pay, and rewards - and the internalized notions of norms, traditions, roles, and values are crucial contextual variables. Research must be conducted in the setting where all the contextual variables are operating.
- * Past researchers have not been able to derive meaning and useful findings from experimental research.
- * The research techniques themselves, in experimental research, have affected the findings. The lab, the questionnaire, and so on, have become artifacts. Subjects are either suspicious and wary, or they are aware of what the researcher want and try to please them. Additionally, subjects sometimes do not know their feelings, interactions, and behaviors, so they cannot articulate them to a questionnaire.
- * One cannot understand human behavior without understanding the framework within which subjects interpret their thoughts, feelings, and actions. Researchers need to understand the framework. In fact, the "objective" scientist, by coding and standardizing, may destroy valuable data while imposing her world on the subjects.
- * Field study research can explore the processes and meaning of events. (p. 49)

In order to understand the culture of the schools, I spent as much time in schools as possible. Besides the

actual participants, I talked with many other people who could provide more information about the schools. I was gathering information in the actual setting through observations, formal and informal interviews, and attending school meetings. I was observing the students at play time, listening to teachers at group meetings, conversing with parents as they visited the schools, and talking to students as they became curious about my presence at their school. The qualitative research framework allowed me to do all this more effectively.

Selection of Site and Sample

As this is a comparative case study, it involved two secondary schools in Nepal, one public and one private. In order to protect the identity of the schools their real names are changed. The two schools are

- 1) River Front High School (public), and
- 2) Lakeside High School (private).

Both schools are located in Bijayapur, Nepal. To further protect the identity of the schools and the participants, the real name of the city has also been changed. Bijayapur was an ideal site for this study for the following reasons.

1. Most of the private schools in Nepal are centered around the urban areas and Bijayapur is one of the fastest growing urban areas in the country. It contains a wide range of private and public schools.
2. Preliminary contacts with people associated with the two schools had already been made before my departure from the United States. Both schools had responded positively about the possibility of having me as a researcher.
3. The two school sites are in close proximity which allowed the researcher to maintain a continued presence in both schools.
4. The city of Bijayapur contains people from various socio-economic backgrounds. Because it is a relatively new city, people of different ethnic backgrounds from all over the country have migrated here. The city and the areas surrounding it are a mix of people of different castes including Brahmans (priests), Newars (businessmen), Marwaris (tradesmen), Tharus (peasants), Gurungs (hills people) and so on. From this mixture, I had the opportunity to select participants for the study from different cultural and socio-economic backgrounds.
5. As I indicated earlier, private schools are considered better and more effective than public schools in Nepal, and Bijayapur provides some of the well known schools

in both public and private sectors. This allowed me to have comparable schools from both sectors. However, I should point out here that it is difficult to know everything about the comparability of schools beforehand. I made my decision based on what I knew about the schools and the study of some materials about them.

Reasons for Selecting the Schools

1) Both schools have grades from K through 10, and both have reputations as good schools on the basis of student discipline, student performance in national examinations, and their skills in foreign language, math, and science subjects.

2) From the very beginning of my contact personnel at both schools showed a willingness and interest to be part of this study.

3) Both schools have competitive results showing in the national School Leaving Certificate (SLC) examinations in their own category. Although Lakeside's results (up to 100%) are better than River Front's (up to 60-80%), both have much better results than the national average (20-25%) and other schools in the area.

4) Within their category, both schools have higher demands for admission than other schools in the area. From the number of students attending these schools and the number on the waiting lists to get into these schools, it was evident that parents preferred to send their children to these schools.

The City

Bijayapur has always been a connecting point between the southern terai belt and the northern mountain region of Nepal. Since the government decided to have organized settlements here about 40 years ago, Bijayapur has been seen as a commercial center. People from the mountains as well as from the southern plains near the Indian border migrated here for business purposes.

Today, Bijayapur is a rapidly growing city in Nepal. Because of its central location in the country with major highways passing through it, large industries are being set up here bringing people from all over the country. It has become a site for many national and international industries. Besides the industrial image, Bijayapur is also a big agricultural center in Nepal; its surrounding areas provide a wealth of rich and cultivable land. Within the last several years, the population of the city has almost doubled.

As a result of all this development, the need for educational institutions has increased tremendously. There are nine high schools within the city and a few more in the towns nearby. There are numerous middle and primary schools. Higher education has also expanded with 3 new colleges. There has been a significant increase in private schools in Bijayapur. With the development in industry and agriculture, Bijayapur has also become an educational center.

With business, industry, and agriculture being the main occupation of people in Bijayapur, the city accommodates a very diverse population with different levels of socio-economic standards. The scope of business and industry ranges from very small scale to the national and international level. People in agriculture, the largest majority, probably have the most unequal distribution of income. There are farmers who barely make their living through farming. But there are also landlords who are among the richest in the region. They own a great amount of land. The real farmers who plough the field do not own much of the land. So the farmers only receive a small percentage of the crops they grow. The landlords take most of the product. This unequal income level among the households has a direct impact on education and schools in the area. Students come from families with vastly different economic conditions.

The Schools

At the time of this study, secondary education in Nepal consisted of grades six through ten. However, a new structure was being established at that time which made grades one to five as primary, grades six through eight as lower secondary, and grades nine and ten as secondary. A higher secondary section of grades 11 and 12 was being introduced in some schools.

After the completion of the tenth grade curriculum every student must go through a series of examinations. First, the school conducts an internal examination which screens out students before they are allowed to appear in the district wide test examination. All students passing the district wide test examination are sent to take the national School Leaving Certificate (SLC) examination. SLC is administered and carried out throughout the country by a National Examination Board. Every student must pass this examination in order to be eligible for higher education.

River Front High School enrolls more than twelve hundred students in its (secondary section) grades six through ten. Although there are eight other high schools and numerous middle and primary schools within a 4-5 kilometer radius in the city, River Front's name

recognition, better physical facility and experienced teaching staff is an attraction to many parents.

There are eighteen teachers who teach in the secondary grades. Most of them are very experienced and well recognized teachers in the district. Several of them have more than 25 years of teaching experience. On the average, the pupil teacher ratio is very high in River Front High School which is 66 to 1. In some grades, there are up to 80 students. The Headmaster has been with the school for more than 25 years. One of the teachers serves as Assistant Headmaster and helps the Headmaster in school administration. Also, there are subject departments mainly in English, Math, and Science and a senior teacher heads the department.

Fifty percent of every teacher's salary comes from the District Education Office as government aid. The DEO does not help with the cost of administrative personnel like secretaries, clerks, and maintenance workers. Also, the DEO does not bear any cost related to building construction, maintenance, and supplies. The school collects student fees to offset the remaining fifty percent of the teacher salary and other personnel costs. The school building, maintenance, and furniture depend on the generosity of donors.

In addition to the internal school administration, there is a School Management Committee. This committee is made up of local businessmen, community leaders, parents, and donors. The Headmaster serves as the member secretary of this committee. Members of the committee are nominated by the District Education Office. The management committee is responsible for finding additional funding sources for the school. The local community is closely involved with the school through this committee.

River Front is considered as one of the successful public schools in the district. About 15 years ago it earned a national reputation when a number of River Front students were among the top ten graduates in the national School Leaving Certificate (SLC) examination. Recently, River Front has not been able to place any of its students among the top ten in the country, but the average SLC results have been better than many other public schools in the area.

River Front High School was established 28 years ago. The local community has always played a significant role in the making of the school. It has one of the most impressive public school buildings in the area. People here claim that no other town or city in Nepal has built such a large public school building by community funding efforts alone. The

names of major donors who built parts of the beautiful building can be found everywhere on the walls while walking around the school. Even today, local people's interest in supporting this school and making it a leading educational institution can be seen from their generous financial contributions and considerable time commitments. In spite of their efforts, however, today River Front is facing the challenge of increasing student enrollment and dwindling educational quality.

Lakeside High School enrolls about 450 students in grades one through ten. Many parents want and try to admit their children to this school but it has a very strict admission policy. The school limits the number of students per grade and conducts pre-admission tests of every child.

There are 17 teachers altogether in Lakeside. About half of them teach in secondary grades six through ten. The teaching staff there is not as experienced as in River Front, but three teachers have taught for more than 20 years. On the average, the student teacher ration is 26 to 1. The largest clsss has 35 students.

The school is self sufficient and does not receive any government or other outside funding. As a result, the school fees are quite heavy. Lakeside does not have its own

building; thus, it operates in a residential building which is insufficient for the school and student needs. However, the location of the school, away from the city and without highway traffic noise, is much more ideal than other schools in and around the city. The management of the school has plans to build a building of its own in the near future and has already bought land for construction in a town nearby.

Lakeside also has a Management Committee. The structure of this committee is similar to that of River Front's except the members are mainly selected by the school itself. The District Education Office has very little contact with its management structure. Most of the committee members are founding board members of the school. The committee works with the principal and supervises large scale school projects like building construction and land purchase.

Lakeside High School was established eight years ago privately by a group of educators, most of whom had been teachers at some point in their life. Some of them are still teaching in various schools in the Bijayapur area. The principal is a founding member of the school.

Since its inception, Lakeside seems to have made some very impressive progress in providing quality education. It

is considered one of the most sought after schools in the area. Lakeside students have passed the national SLC examination with impressive results. In 1992, 100 percent of Lakeside Students passed the SLC examination with almost 95 percent showing in the first division.

The Participants

A total of 16 participants were interviewed for this study. From the two schools, 6 teachers, 2 headmasters, 4 students, and 4 parents were chosen for a formal interview. The representation of participants from public and private schools was half and half. Written consent forms and/or verbal consents were received from all participants before the interviews. Throughout this dissertation, pseudonyms are used to protect the identity of the participants.

Among the six teachers who were interviewed, Kaji, Bhola, and Bimala were from River Front High, the public school, and Devi, Bhim, and Kamal from Lakeside, the private school. Bimala and Devi are two female teachers. Public school teachers Kaji and Bhola had more than 20 years of teaching experience and Bimala had 10 plus years. All three private school teachers were younger than the public school teachers. Bhim had 7 years of teaching experience and Devi and Kamal had less than 3 years. All the teachers from the private school had been teachers either in Lakeside or other

public school systems in the past. Also, all six of them were educated in public schools.

The four parents interviewed were Nil, Mehar, Shyam, and Chandra, all of whom are males. Nil, Mehar and Shyam had their children in both the private and the public school. Chandra had both of his children in the private school. Nil stated agriculture as his main occupation and the other three were businessmen. Among the parents, only Chandra had not completed high school.

Among the students, Krishna and Lok were from the private school and Ashu and Lata were from the public school. Lata was the only female student participant. Krishna and Ashu were attending 10th grade, Lata in 9th, and Lok in 8th. Krishna and Lok both had public school education before transferring to the private school in 7th grade. Krishna and Lata came from agricultural households and Ashu and Lok's family had some retail business.

Both the public school Headmaster Badri and the private school Principal Shekhar had been in the teaching profession for nearly twenty-five years. Before coming to the private school, the Principal had been a Headmaster and teacher in a number of public schools. Badri and Shekhar both have good reputations in the city. According to some teachers and

parents, Badri is considered a notable figure in the education field.

The selection of participants for interview was based on gender, work experience, their willingness to take part in this study, their comfort with interviewing, and level of information they could provide. I consulted with the Headmaster and the Principal for the prospective teacher and student participants from their schools. They both provided several names, but I personally asked each participant to be part of this study.

Besides these formal participants there were many other teachers, students, parents and local educators who contributed information relevant to this study through informal conversations and spontaneous discussions. These conversations occurred during my school visits. Individuals who were visiting the schools were interested in what I was doing and got involved in discussions. Although the discussions were not planned or structured, some of the information I received from them was quite interesting and important. I took notes after some of these conversations.

Among the informal participants were government personnel and administrators from the District Education Office. Some of the teachers and local educators I talked

to were not associated with the two case schools. The information they provided was general in nature and neutral from both case schools.

Role of the Researcher

As a researcher, my role in this study was as an observer. Right at the beginning, I informed and explained the purpose of the study to all the teachers, students, principals, and parents who were the active participants in this study. I observed some classes, attended school functions, and sat in teachers' meetings.

In most cases I received written consent from the active participants before I conducted interviews. But some participants suggested that written consent was not necessary. Signing a document is considered very formal in Nepali culture. So I understood and had to respect why some participants were hesitant to have it in writing. They assured me that their verbal commitment was more reliable than the written agreement. As a qualitative researcher in this cultural context, I had to be flexible and go ahead with the interviews without written agreement.

As I moved through the data collection process I was constantly checking with the participants about my interpretation of the data that I had collected through

behavior observations, formal interviews, and informal conversations. This not only clarified my interpretations of the data, but also avoided misunderstanding and confusion that the participants might have had about my work. But it is difficult to have a set procedure or to follow certain protocols step by step (Merriam, 1988). I had to be flexible and willing to change the schedule quite often.

As a citizen of Nepal, I had a tremendous advantage in terms of cultural knowledge, language, adjustment to the society, and the system of education. Although I was entering into a new community, I was not seen as a total stranger. I was a public school teacher myself before I came to the United States, so, I was knowledgeable about the general mechanics of the school community. As a fellow citizen, I felt that I was able to build the trust and openness between me and the participants very well. But in the meantime, I was being very careful not to take things for granted. I had made my role as a researcher strictly clear.

Data Collection

Preliminary, mainly quantitative data collection for this study began in September 1992. A research assistant in Nepal helped me to collect documents, government reports, and relevant articles. He also helped me contact the

schools before my departure from the United States. Although site entry for data collection was formally negotiated when I arrived there, verbal commitments were made to the research assistant by school officials.

School observations and interviews took place between December 1992 and January 1993. Initial interviews with participants were done in the beginning of December and the follow up formal interviews were conducted towards the end of that month and into January 1993. During this time, I attended the school six days a week, Sunday through Friday. I visited the public and the private school on a rotating basis so that I could stay in one school the whole day.

The following three techniques were utilized to collect data for this study:

- Observations,
- Interviews, and
- Documents.

Primary sources of data came from on-site observations and interviews with teachers, students, principals, and parents of both public and private schools.

Observations were conducted in the classrooms, at planned school activities, at teachers meetings, and at some

unplanned school events. I saw many parents during the first week as they were admitting their children for the new academic year. Participants were informed about my role as a researcher except in the case of unplanned school activities. Interviews were conducted in a mutually agreed place. Most of the interviews were conducted right at the school, and others were done at my private residence. With the exception of two, I made specific appointments for all interviews.

As the study's focus is on the processes that make the school effective rather than the product, recording as much information as possible was very important. I was looking at student to student, student to teacher, teacher to teacher, and principal to teacher interactions. I was listening to their stories which represented how they felt about their school and job. Often, I found myself in the midst of serious discussions among teachers, listening to parents' concerns about their children, and students interacting with each other.

The data include participants' beliefs, thoughts, memories, history, feelings, and attitudes. These consist of detailed descriptions of events and activities, direct quotes from participants' interviews, their view about the school from their hearts, and explanations about why things

are the way they are. As Patton (1984) said, the data provide depth and detail.

Observation

I observed four formal structured classes and numerous unstructured activities daily at both schools. I limited the formal class observation to four because unstructured settings and activities were more informative than the formal class. I felt that the teachers as well as the students were overly cautious with my presence in the class. But they were much more open in an unstructured environment and were affected less by my presence.

As an observer I had the opportunity to look at things and events as they were, first-hand. As I continued observing events at the schools, I found them to be a very important source of information for the study. As Patton (1990) talked about the strengths and advantages of observation to an evaluator/researcher, I found the following to be true.

- * It allowed me to understand the circumstances more closely within which the school programs were functioning.
- * As I continued observing I found out more new things. I was able to be inductive in approach.

- * I was able to see and hear things that participants were doing and saying consciously or unconsciously.
 - * Many observations were informal and unstructured which put participants at ease to talk more freely than in an interview setting. I was discovering things without me asking a question.
 - * Lot of things made sense as I saw them happening. It allowed me to interpret the events and activities at schools.
- (pp. 203-205)

As I noted earlier, I saw lots of interactions during my first week at school among teachers, parents and students. Also, the first couple of days at school my observation schedule was fragmented in terms of specific place and event. However, this allowed me to identify the right place, time, and event to observe in the coming days. As suggested by Taylor and Bogdan (1984) I was becoming familiar with the environment, being passive, honest, practical, and not getting overwhelmed. I strolled around the hallways, and roamed outside in the playground to observe student behavior during unstructured time. I participated in informal conversations with students, teachers, and the principal. This not only allowed me to

adjust to the school climate, it also provided my first impressions of their personal attitudes and behaviors.

The four classroom observations I made were planned ahead of time, and permission of the teachers was received. But some events were unplanned as the situations and events occurred spontaneously. At times it was kind of exhaustive and overwhelming because there were so many things to observe. I agree with what Merriam stated "participant observation is a schizophrenic activity in that one usually participates but not to the extent of becoming totally absorbed in the activity" (1988, p. 94). To avoid the exhaustion I was being selective about some of the activities which I could avoid. As suggested by Merriam (1988, p. 90) I was focusing my observations in the following five areas: (a) the setting: school buildings, other physical facilities, the environment near the school; (b) the participants: teachers, students, parents, school committee members, personnel from District Education Office, visiting teachers from other schools; (c) activities and interactions: teachers' meetings, student play time, principal dealing with parents; (d) frequency and duration: parent visits, students outside classrooms; (e) subtle factors: leisure time discussions, teacher comments about school committees, student reaction to teacher presence.

Recording each and everything during observations was not an easy task. I was one person, and there were so many others to notice, to listen to, and to understand what was going on. Also, I did not want to be seen writing all the time because I thought that would not be too comforting to some of the participants. So I wrote field notes after each observation. In order to help my memory, I used the following guide suggested by Bogdan and Biklen (1982).

1. Get right to the task. Do not procrastinate. The more time that passes between observing and recording the notes, the poorer your recall will be and the less likely you will ever get to record them.
2. Do not talk about your observation before you record it. Talking about it diffuses its importance. In addition, it is confusing because you begin to question what you put down on paper and what you said to your colleague.
3. Find a quiet place away from distractions and with adequate equipment to record and get to work.
4. Set aside an adequate amount of time to complete the notes. It takes practice to accurately judge how long completing a set of notes will take. Especially for your first few times out, give yourself at least three times as long to write as to observe.
5. Start by jotting down some notes. Sketch out an outline with key phrases and event that happened. Some people draw a diagram of the setting and use it to walk through the day's experience.
6. Try to go through the course of the observation session chronologically. While some people do their notes topically, the natural flow of chronology can be the best organizing outline.
7. Let the conversations and events flow from your mind onto the paper. Some people actually talk through the observations as they write.

8. If, after you have finished a section of the notes, you realize that you have forgotten something, add it. Similarly, if you finish your set of notes and then remember something that was not included, add it to the end. Don't be concerned about getting everything the first time through. There is always time later to add.
9. Understand that note taking is laborious and burdensome, but as the Vermont farmer said when talking about winter on a warm day, "It's a sweet suffering. It's like you paid for spring."
(pp.91-92)

One of the techniques I developed at the site was to record my observations using the tape recorder. I did this immediately after I came back to my residence which was not very far from both schools. At times, I found tape recording more useful than taking notes. This helped me memorize more things than by writing them down. Also, I could compare my notes and the recording at a later time.

I had a laptop IBM computer with me on site. Whenever possible, I used it to write notes. I did not have a separate room in which to use the computer so it was difficult at times to find an appropriate place. I shared the main teacher's office room to write notes and use the computer. As the laptop was a strange machine to many in the school, there were times that I found myself explaining about its functions more than using it for my note taking.

Interviews

The initial meeting with the participants was more like a free floating conversation rather than a structured interview. For this first meeting, I met one on one with teachers, students, and principals, but met with the parents in a group of three. I tape recorded some of these conversations, and for others I took only notes. After this, I made specific appointments for a formal interview. I reviewed my notes and listened to the recordings of the first meeting before I did the formal interview. The formal interview lasted from one to two hours. I had specific focused questions to guide the participants during the interview; however, they were also allowed to share their views about public and private schools and on education in general.

In this case study research, interviews were very important because they provided information from the participants' perspective. As Merriam pointed out, "the main purpose of an interview is to obtain a special kind of information" (1988, p. 72). I wanted to find out what was in their minds. I think the interviews provided the information that I could not get through observation. Also, the interviews clarified confusions, questions, and misunderstandings that I had from the observation. So,

these interviews served as a tool to validate information gathered through other sources.

As I mentioned earlier, private schools in Nepal are highly independent and one of the main reason for their perceived success and effectiveness could be the attitudes and behavior of students, teachers, parents, and principals. In this context, it was important to get the information in their own words. Patton (1990) suggested that in-depth, intensive interviewing is necessary in order to understand the perceptions, feeling, and knowledge of people. Similarly, Bogdan and Biklen (1982) shared the view that good interviews produce rich data which reflects the participant's perspective. I tried to be very careful and clear while asking them questions.

Although the structure of the interview differed according to who the interviewee was, I was very careful to let the participant speak from his/her perspective. I was following the basic rules of interviews, as suggested by Bogdan and Biklen (1982) that I should listen carefully, ask for clarification but not challenge, not blame the participant, be flexible, and try different techniques. Depending on the interviewee, situation, and the kind of information required, I accommodated slightly different formats between interviews as many researchers have talked

about different types of interviews (Bogdan and Biklen, 1982; Marshall and Rossman, 1989; Merriam, 1988; Patton, 1990). With some participants, I didn't need to ask many questions as they were talking about the specific information I needed, whereas other participants needed somewhat more structured questions from me.

Merriam (1988) has proposed three types of interviews, first, a standardized structured interview in which questions are previously set; second, a semistructured interview which has some guidelines to get the desired information, but with flexibility depending on the interviewee and situation; and third, an unstructured interview in which there are no set questions and the information sought is of an exploratory nature. Most of the interviews in this study ranged from unstructured to semi structured. The initial interview was unstructured and participants were free to share as much information as possible.

The interviews with the Headmaster and the Principal were somewhat different than with others. They definitely had more information and a different perspective to share about their schools. I think this is what Marshall and Rossman (1989) mean by "elite interview". According to Marshall and Rossman "an elite interview is a specialized

treatment of interviewing that focuses on a particular type of respondent. Elites are considered to be the influential, the prominent, and the well-informed people in an organization or community" (1989, p. 94). The Principal provided much information pertaining to both the public and the private school and about the community.

Documents

In addition to the primary data collected through observations and interviews, some documents were studied as well. Mainly, school annual newsletters, governing documents, government reports, and some previously written individual articles were studied. Reports of the National Education Commission and annual reports published by the Ministry of Education and Culture were reviewed. Data received from this source were primarily of a quantitative. These included the number of teachers, students, their background, and the economic status of the schools. The government documents provided information regarding broader educational statistics of the country.

Data Analysis

Analyzing the data in a qualitative case study can be overwhelming and tedious because of the massive data the researcher gathers through observation, interviews and document search. Patton (1990) admitted that he "found no

way of preparing students for the sheer massive volume of information with which they will find themselves confronted when data collection has ended. Sitting down to make sense out of pages of interviews and whole files of field notes can be overwhelming" (p. 379). But several strategies have been suggested by many researchers to deal with the voluminous data a qualitative study generates (Bogdan and Biklen, 1982; Glaser and Strauss, 1967; Lincoln and Guba, 1985; Marshall and Rossman, 1989; Merriam, 1988; Patton, 1984). Although "data collection and analysis is a simultaneous activity in qualitative research" (Merriam, 1988, p. 119), the final and intensive analysis began after the data collection phase had been completed.

Preliminary analysis of each interview and observation was done right after they were conducted. Some initial patterns were identified from the field notes and recordings of each observation. Information received from those led to further observation of a particular event or activity.

As suggested by Marshall and Rossman (1989, pp. 114-119), I was using the five modes in the analysis procedure: organizing the data; generating categories, themes, and patterns; testing the emergent hypotheses against the data; searching for alternative explanations of the data; and writing (notes for) the report. In each of these steps I

was carefully selecting important information, placing it into the right category, and omitting information that did not fit the study's research questions. Doing this helped me to manage the data and guided me to further observation and specific questions for interviews.

1) Organizing the Data: In order to be able to organize the data, I needed to be familiar with the data collected every day. The best way to be familiar with the data according to Marshall and Rossman (1989) is through thorough reading. Every evening during the data collection period, I read the field notes from the day and listened to the recordings I made after observations. I also listened to the interview tapes and took notes from them. Although I had the laptop computer, I did not have a printer or a transcriber in the field. So taking notes from the interview tapes was the only way for me to be familiar with the information participants provided during interviews.

Throughout this process I was creating index cards for information that initially fell into certain patterns. The use of separate index cards for different information was similar to what Glaser and Strauss (1967) and Lincoln and Guba (1985) have suggested in their constant comparative method of qualitative data analysis.

The emerging patterns at this stage of analysis were not given any particular name, and they were being reshuffled constantly to different categories as more information became available every day. I was also creating index cards of direct 'words and quotes' from the participants. The exact source of the information was indicated on each card. These data organizing processes helped me to find regularities in the data. When I noticed some regularities in the data, that led me to the next stage of data analysis.

2) Generating Categories, Themes, and Patterns: This stage was a continuation from the first stage and was much more intensive. Here I was not only looking for the regularities in the data, I was placing them in different categories, themes, and patterns. The identification of categories was driven by the different variables that are indicated in the research questions of this study.

At this stage I was also checking for the consistency of data from various sources. New data was being cross checked with data that had already been placed in one of the categories. If a new pattern emerged from the new data and did not fall into the existing categories, a new category was created. In general, categories were created

intuitively, but I was linking those categories with the purpose of this study.

Also, I was constantly checking my interpretations of data with the participants through followup questions and by showing my notes to them. This further clarified my interpretations and also helped me explore new categories. I think this cross checking of interpretations with the participants added to the trustworthiness of the data previously collected.

3) Testing Emergent Hypotheses: This was done after all the data were collected and I had already left the field. At this data analysis stage I had all the interview tapes transcribed verbatim. On average, it took me about ten to twelve hours to transcribe one interview. This process took longer than normal because the interviews were conducted in the Nepali language so I was translating into English and transcribing at the same time. Transcripts were printed and read more than once. I matched the themes and categories which I had identified in the field from my notes. Transcripts were highlighted as they were being read and more index cards were created for new categories.

Marshall and Rossman stated "this phase is to evaluate the data for their informational adequacy, credibility,

usefulness, and centrality" (1989, p. 118). Since I already had some categories identified by this stage, I was looking at the interrelationship between the categories and the information included in them. I checked the consistency of information that came from the same and different data sources at different times. Once credibility, adequacy, and usefulness were established, then theoretical memos were generated for the study. I matched these with the purpose of this study and checked to see if they illuminated the research questions.

4) Searching for Alternative Explanations: Once a set of categories was identified and the memos were created, they were checked for their soundness by testing out other possible categories and theories. I looked and identified some alternative explanations and tried a comparative analysis of them. For example, I compared information about the same topic coming from different sources. Also, I constantly compared the data from the two schools to see if the patterns and themes and their interpretations were consistent.

5) Writing the Report: Writing is not a separate stage in data analysis process; rather it started right at the beginning of the process when I began to review the data every evening and made notes on them. Writing the report

was an ongoing process for me during data collection and analysis.

As I have mentioned earlier, the nature of this study is exploratory and descriptive. The report includes "thick descriptions" and interpretation of the variables examined in this study. I have tried to describe the events and activities that occurred in each of the case schools of this study. The report includes descriptions and interpretations of the participants' attitudes and behaviors about their schools, often in their own words.

Several suggestions have been made by many researchers for an effective writing process of a qualitative case study. Merriam (1988) suggested a four step process which I have tried to follow in writing this report: assembling the case record, determining the audience, selecting a focus, and outlining the report.

CHAPTER IV

EDUCATION IN NEPAL

Introduction

The purpose of this chapter is to provide information about the country, the people, culture, socioeconomic condition, and the education system, where field data for this dissertation was collected. I think the information on the topics above is important and crucial for the reader, especially, in a case study based dissertation like this one. In the following pages, first I have tried to provide the background information about Nepal, then describe the history of education in Nepal beginning in 1950 and continuing to the current situation.

Background of the Country

Nepal, the only Hindu Kingdom in the world, is located in the South Asia sub-continent, south of the Tibet province of the People's Republic of China, and surrounded by India on the east, west, and the south. It is about 500 miles long and 120 miles wide covering nearly 55000 square miles in total area. Nepal is a mountainous country with almost 80% of its territory covered by mountains. The other 20% is plains in the south and river valleys in the middle mountain ranges. Nepal can be divided into three major ecological

and topographical zones. They include the Himalayan mountain region in the north, hills in the central, and the plains in the south. The great Himalayan range runs through the northern part of Nepal. Eight of the world's ten highest mountain peaks are in Nepal. The world's highest mountain, Mt. Everest, lies on the border of Nepal and Tibet. The Himalayan region is very sparsely populated. People there depend on basic agriculture and animal husbandry.

The central part of Nepal is covered with the mid-range mountains which go up to 3 thousand meters. Almost 60% of the country's rural population live in this region, where only 30% of the land is cultivable (Seddon, 1987). This has caused a high dependency ratio on these cultivable lands. There are many fertile river valleys found in this region and the majority of the mountain populations concentrate around these valleys. One of them is the Kathmandu Valley, which is also the capital city of Nepal.

The southern plain, called the Terai¹ region, is very densely populated, concentrated more on the eastern part of the country. The research site for this study was located in this region. The southern border with India is almost

¹Terai region is the low land similar to the plains of the Ganges river in India. The land is very fertile and most of the country's big industries are located in this region.

completely open from both sides. People from both countries are allowed to travel back and forth without any government documents. It is very common to find Indian nationals living permanently on the Nepal side and vice-versa. Although the open border situation is almost unavoidable because of the historical, social, and religious relationships between the people of the two countries, it has caused problems to both sides in terms of immigration, employment, and land ownership. The problems seem to hurt India less than Nepal because of the huge difference in the size and population of the two countries.

Nepal is predominantly an agricultural country. More than 93 percent of the population depends on agriculture, which contributes 65 percent of the Gross Domestic Product (GDP) and accounts for 85 percent of the export trade (Poudyal, 1983, p.2). Being a land locked country and having the giant neighbor India on three sides, Nepal's import and export trade is mainly dominated by India. Until recently, about two thirds of Nepal's trade was with India alone and the current figure stands at about 50%. Land-locked countries face problems in terms of transit facilities, but Nepal's situation is unique and of a different nature than other land-locked countries in the world. The only alternative Nepal has in this case is to

negotiate with India, even if the negotiated conditions are not fair. In this context Rana wrote that:

Other land locked countries, Switzerland for example, may choose among several avenues of access to sea through different countries. Thus the competition between the many countries offering transit facilities provides most land locked countries with easy terms of transit. But in Nepal's case even the building of Kodari Road² has not altered the Indian monopoly over our access to sea. The unavoidable dependence on India for transit facilities has made Nepal 'India locked' rather than just land locked. (Rana, 1969, p. 15).

Nepal has been one of the poorest countries in the world for a long time. In 1971, the United Nations declared Nepal as one of the 'least developed' countries in the world, and since then it has remained in the same category. The situation shifted towards improvement, but the improvement primarily depends on foreign aid and loans received through multinational institutions like the World Bank and the Asian Development Bank. Every year the national budget has a deficit, causing more and more dependency on foreign aid and a higher debt. Nepal's total external debt in 1970 was only 3 million dollars and that

²Kodari Road is the highway which connects the capital city Kathmandu and Tibet. The construction of this highway has provided accessibility to do some trade with China. However, it has not been a major factor in Nepal's foreign trade. The road passes through high mountain ranges making the route long and the transportation cost high. Also, Tibet is not a developed region and it's a long way from Nepal before anyone can get to Chinese industrial cities.

amount reached 902 million dollars in 1987. In terms of official development assistance, Nepal received 181 million dollars in 1981. That assistance increased to 345 million dollars in 1987 (World Development Report, World Bank, 1989).

When the national budget of a country remains deficit-ridden for many years, the government becomes unable to provide basic services like health, housing, and education. Although the Nepal government has stated in various development plans that its main goal is to increase the Gross Domestic Product (GDP), and provide basic services to its people, the goal has yet to be met.

There has been a tremendous change in Nepal within the last three years. The Panchayat System³, which ruled the country for about thirty years, has been thrown out of power by a people's revolution. The monopoly and stronghold of the King and his family have been considerably diminished. Under the new constitution, the current King is only a constitutional monarch and political power rests with the elected Prime Minister and the Parliament. The Nepali Congress party was victorious in the free election held

³Panchayat System was a brainchild of the late King Mahendra Shah, who banned all political parties in the country and took all powers into his own hands. Although he called it a democracy, freedom was very limited under this system.

three years ago. The Nepal Communist Party is the main opposition in the Parliament. There also are quite a few other political parties represented in the parliament by a handful of elected members.

Democracy is still very young in Nepal. People's expectation of the government is too high but resources are very limited. Although the present government is formed with modern democratic principles, lack of coordination and cooperation between the two main parties has created great political confusion among people. At times, rivalry between the Congress and the Communists almost becomes undemocratic to the point that the government seems dysfunctional. The leaders in power spend too much time to get their political message across rather than working towards the much needed development activities.

Recently, there has been a considerable power struggle within the ruling Congress Party. The Prime Minister is opposed by his own party members. This situation has brought lots of confusion and ineffectiveness to the government. While the ruling party is struggling to resolve its internal disagreements, the opposition is trying to take advantage of the situation with strikes, demonstrations, and often with violence.

The political instability in the country has direct impact on schools where political activism is alive as it was found in this study. Students as well as teachers are deeply involved in local and national politics; this has affected the functioning of the schools and the quality of education. While learning democratic values and principles could be an important part of the education system for students, unwarranted political activities in schools need to be controlled and political education needs to be delivered in an organized and meaningful way. More discussion on politics and education is presented in the chapters following this one where findings of this study are outlined.

History of Education in Nepal

Nepal was in the hands of the Rana Dynasty⁴ for 104 years until 1950. During this period, a limited number of educational facilities were available, but they were strictly reserved for a very few selected group of people. Expansion of education was considered as a threat to the Ranas in power. There were strict regulations for opening schools and the establishment of other forms of educational institutions. At times, people who demanded education and

⁴Rana family ruled Nepal for 104 years. They had a hereditary system of becoming Prime Ministers of the country. The total and ultimate power was with the Prime Minister and his family. No development projects were initiated and the capital was out of touch with the rest of the country.

tried to work as teachers were jailed and punished. Until 1950, Nepal did not have any organized system of education. The country was in total darkness. The Rana Dynasty was overthrown in 1950 by a political revolution organized by the people and the King. Democracy emerged as an uncertain system of government. People were uneducated, so the meaning of democracy was unclear and confusing.

The Early Days of 1950s

During the 1950s, education in Nepal was poorly organized under the supervision of the Ministry of Education headquartered in the capital city. No scientific, specific data were found about the status of education in the countryside. The only available data were about the institutions in the capital city of Kathmandu. The curriculum of some schools were under the supervision of the University of Patna in North India. Nepal didn't have a University of its own.

In 1954 the government appointed a Nepal National Education Planning Commission. After a year of hard work, the National Education Planning Commission submitted its report to the Ministry of Education in March of 1955. The report included extensive research on how people felt about education and the kind of system the country needed. The commission submitted some very specific schemes for how

primary, secondary, and higher education needed to be planned and managed. It pointed out that scientific data collection in the country was needed in order to plan and provide necessary educational services in the country. Without accurate data it was very difficult to assume what kind of services existed and what other kinds of services needed to be planned. The commission recommended stress on primary education, vocational education, teacher training, adult education, and the creation of a university. Most important of all, the report of this commission was the first detailed official document in the history of education in Nepal.

By the time the commission completed its report, various educational activities were going on throughout the country. The need of education for development was being realized by both the political leaders and the people. Primary and secondary schools were being established by the efforts of the local community. The government encouraged the communities to participate in the development of education and helped them as much as possible.

Although most of these educational activities were centered around urban areas and district headquarters, the increase of new schools was significant. Table 1 on the next page shows the growth of education during this time.

Table 1
Growth of Education in Nepal 1954-1961

Levels of Education	Number of Institutions		Student Enrollment	
	1954	1961	1954	1961
Primary	921	4165	26186	240000
Lower Sec.	316	**	33408	**
Secondary	83	590	12697	62000
Higher	13	33	1316	5143
Total	1333	4788	73607	307143

Source: Ministry of Education, The first five year plan 1956-60, and second three year plan 1962-65.
Nepal National Education Planning Commission Report.

** Combined with primary and secondary levels.

As we can see, the number of schools and student enrollment were growing rapidly, but there were no formal teacher training colleges in Nepal until 1956. A major step toward strengthening teacher education was taken in September of 1956 when the College of Education was established under the Ministry of Education. The college was authorized to grant a Bachelor of Education (B.Ed.) degree. The process of establishing a National University was also underway and the College of Education was to be part of the National University at a later date.

Although the idea of a National University was initiated for the first time in 1948, by the Rana Prime

Minister Mohan Sumsher, the idea never materialized into action. The strong proposal of the National Education Planning Commission then played an important role in the emergence of a University system in Nepal. In 1956, a University Commission was appointed which drafted the Tribhuvan University Act. The act was later approved by the King on May 29, 1959. Finally, the Tribhuvan University was born with the promise of providing quality higher education in the country.

Although various educational activities were happening between the period of 1955 to 1960, the country was going through stressful political turmoil. Different governments changed in a short period of time. The disagreement between the several political parties created instability and disorganization in the country. The educational activities were affected and occasionally disrupted by this political scene (Wood, 1987, p.161). As a result of this, the Nepal National Education Planning Commission's report, which was considered an important step towards the development of education in Nepal, was never fully implemented.

The Change During 1960s

A major change in the structure of government occurred in December of 1960, when the king utilized his constitutional power to dissolve the 18 month-old government

which was the first ever elected government in the history of Nepal. A year after that he introduced the partyless political system called "Panchayat".

Significant progress was made during the sixties in terms of enrollment and the building of new schools throughout the country. Educational developments in the urban areas were more rapid than in the rural areas. Although accurate and scientific data are not available from year to year, some data were collected by the Ministry of Education. Statistics showed that during the five year period 1964-69 student enrollment went up by 33.5 percent at the primary level, 69.7 percent at the secondary level, and 134.4 percent at the tertiary level (Gurung, 1972 p.13). The tremendous increase of enrollment at the higher education level supports the government's goal to produce more highly educated citizens.

There was also a considerable increase in the number of high school (SLC)⁵ graduates. The number increased from 1,811 graduates in 1963 to 8,387 in 1969, an increase of 463 percent in a seven-year period. This also resulted in an increase in the number of college graduates. A total of

⁵School Leaving Certificate (SLC) is the national examination conducted by an examination board at the central level. Every student in Nepal must pass this examination in order to graduate from the high school. The examination is conducted once a year throughout the country.

6,063 students graduated from colleges in 1967 and that number reached 10,887 in 1969, which was a 64.8 percent increase in two years, or 16.2 percent annually (Gurung, 1972, p.13).

Table 2 below indicates the increase in student enrollment and number of educational institutions between the period of 1961 - 1970.

Table 2
Growth of Education in Nepal 1961-1970

Level of Education	Number of Institutions			Student Enrollment		
	1961	1965	1970	1961	1965	1970
Primary	4165	5696	7256	240000	386104	449141
Lower Secon.	* combined with primary and secondary levels					
Secondary	590	687	1065	62175	58207	96704
Higher	33	34	49	5043	8081	17200
Total	4788	6417	8370	307143	452392	563045
Source: Ministry of Education. National Planning Commission.						

Although student enrollment and the number of schools were increasing in the country, Nepal was not able to produce the mid-level technicians that it needed for many development projects. The curriculum in the schools and colleges were dominated by general subjects and were similar to that of Indian institutions, which also was derived from the British education system. The country was lacking

technicians while college graduates with general education majors were unable to find adequate jobs. Unemployment problems for these graduates had begun to appear.

The 1970s and the National Education System Plan

In 1971, the National Education System Plan (NESP) was introduced in Nepal. The main notion of this plan was that education should work for nation building. This new education plan was designed to bring about change and progress in education, which the previous education system ('Old Education' as educators called it) was not able to do. This new plan also came with a centralized national curriculum for schools, which the planners said was relevant to the developmental needs of the country.

NESP tried to address the imbalance of general education graduates from schools and colleges during the sixties. The system looked promising in terms of school curriculum. The major focus of the system was on vocational and technical education. The Human Resources Division of National Planning Commission⁶ always identified a shortage of middle and high-level technicians in the country. NESP's main focus was to expand the vocational and technical schools along with general education. Every secondary

⁶The National Planning Commission is the central body for all kinds of development planning in the country. The commission is headed by the king himself.

school was required to teach at least one vocational subject. In addition, some schools in every district were designated as vocational schools.

Along with the regulation of NESP, the National Education Committee (NEC) was formed as a policy formulating body for the education sector as a whole. In the initial stage of NESP, NEC was the highest government agency monitoring the new system. From the beginning of its inception, NEC's main responsibility was to monitor, implement, and evaluate the education policies in the country. Although there have been several changes in the education system, the NEC still plays an important role for the Ministry of Education and Culture in guiding national education policy.

Quantitatively, the growth of education in Nepal since the regulation of NESP has been remarkable. The number of schools at all levels and the enrollment rate have gone up very sharply. Although NESP went through numerous changes over the years, and looked confusing to many educators, it certainly raised a wide-spread consciousness about education among the general public. The wave of education development was strong even in the remote regions of the country. People were involved and villages raised money to open

schools. Table 3 below illustrates the rapid expansion of education during 1970-80 period.

Table 3
Growth of Education in Nepal 1970-80

Levels of Education	Number of Institutions			Student Enrollment		
	1970	1975	1980	1970	1975	1980
Primary	7256	8314	10136	449141	458516	1043332
Lower Sec.	*	1893	3261	*	174143	408907
Secondary	1065*	479	704	96704*	62214	120838
Higher	49	79	94	17200	23504	39863

Source: Ministry of Education.
National Planning Commission Reports.

* Combined with Primary and Secondary Levels.

NESP placed emphasis on producing more trained teachers in the country. In the beginning there were very few trained teachers and the plan provided in service training opportunities to teachers and some pre service opportunities to people who wanted to become teachers. But without enough teacher training institutions and facilities, it was beyond the scope of NESP to fulfill the demand for trained teachers in the country. There were enough people who were qualified to become teachers with their education degree, but they were not adequately trained to become teachers. Table 4 on the next page shows the status of trained/untrained teachers in various levels of education in Nepal.

Table 4
Teachers in Nepal

	1976	1978	1980	1981	1982	1983	1984	1985
Primary								
Total #	20775	24652	27805	29134	32259	38131	46484	51286
% Qualified	58	63	65	67	68	69	71	73
% Trained	39	39	36	36	36	34	32	32
Lower Secondary								
Total #	7930	9416	11693	12245	10820	10146	10602	11120
% Qualified	67.7	67.1	72.7	75.8	81.9	83.2	82.4	83.8
% Trained	38.3	41.0	39.2	39.5	42.0	42.6	43.7	41.9
Secondary								
Total #	3449	3948	4683	4909	5634	5764	6467	7242
% Qualified	96.6	98.0	98.5	98.1	95.5	95.6	95.7	95.7
% Trained	50.0	63.0	62.3	62.5	62.4	58.6	55.0	53.0
Sources: MOEC, Educational Statistical Report of Nepal 1976-85.								

According to the table above, the supply of trained teachers in primary and lower-secondary levels has been below 50 percent for many years. The situation seems to improve little at the secondary level, but after 1981 the percentage of trained teachers went down every year.

Failure of NESP

The spirit and promise NESP had in the beginning years could not continue after its first phase of implementation 1971-76. It was mainly because the system had too many flaws and the expectations were unrealistically high. The

government could not keep up with the promise to finance education, as the system demanded more and more funds every year. As a result, the main objective of the NESP to expand the vocational/technical education was cut dramatically. Later, in 1981, the government decided to eliminate the compulsory vocational curriculum from secondary education. This was kept as an optional subject in some schools because there was a scarcity of qualified, trained teachers to teach these subjects and also because of the high cost involved in instructional materials. Regarding the various problems of NESP, Bista (1992) wrote that

The fact that NESP was pushed rather prematurely became more than obvious in subsequent years. Its strong supporters themselves displayed their unhappiness with it by either sending their own children to schools not operating under NESP or by challenging its effectiveness when their own children did not succeed in getting admissions into the institutions they wanted, especially those which provided degrees in social sciences with little effort. ... The legacy of NESP is the large educational budget, the power of the Education Minister and the large job providing bureaucracy, many parts of which no longer have any purpose as the programs for which they were created have been abolished. (pp. 125-127)

NESP could have been a successful program if it was carefully planned and implemented. It provided a new avenue in the field of education in Nepal, but the overly unrealistic expectations and unpreparedness of the government to carry out such a large scale program could not

take that avenue very far. It was lost before it could provide some good results. The government estimate in terms of cost, and the instructional methods used were proven inadequate to the task. Enough trained teachers were not available and the government was not able to continue the teacher training program fast enough. This caused the internal efficiency and the quality of education to be very low. Critics say that the average performance of high school graduates under the NESP was far below that of graduates from the old system. Although students came out of the schools with vocational degrees, their lack of skill did not help them to get a job. Because of this, the quality of the labor force also went down.

Continuation of NESP in the 1980s

Revised forms of NESP continued during the early years of the eighties. The main ingredient, vocational education, was no longer the focus of the education system. All vocational subjects were made optional in schools. However, NESP still remained as a changing force in the development of education in the country because there was no other alternative. The government did not have resources and was not able to come up with another large scale program to fix the problems of NESP.

As the NESP's objective to produce low-level technicians through vocational schools failed, the National Education Committee developed a new scheme called the "Technical School Plan". The main objective of this plan was to establish specific technical schools in various parts of the country. There were at least 6 technical schools opened under this plan. The main difference between these schools and the previous vocational schools was that previously the vocational schools were not totally independent. General education courses were also taught in the same school. But the new technical schools were designed specifically to train people in the areas of health, agriculture, mechanical training, and electrician training. Although these schools helped to some extent in producing technical manpower, the plan could not expand throughout the country.

One of the remarkable events of this decade for the education sector was the King's announcement of the Basic Needs Program in December of 1985. The Basic Needs program identified universal primary education as a basic need for the people. The program has targeted a 100 percent enrollment of school aged children in the primary schools by the year 2000 A.D.

The Ministry of Education and Culture has prepared a comprehensive program guide on how to achieve this goal. However, looking at the resources available, the ambitious goal of universal primary education by the year 2000 seems to be unrealistic. It is projected that the number of 6-10 year old children will be 292,8984 by the end of this century. In order to achieve the 100 percent enrollment goal, the enrollment of boys must increase by 21 percent and girls by 157 percent (IEES, Nepal Education and Human Resources Sector Assessment, 1988).

There is also a big problem in training the teachers necessary for primary schools. The Basic Needs document projects that a total of 88,565 teachers will be needed by the year 2000 A.D., of which 63,765 will need to be trained. This means that about 5000 teachers per year need to be trained. Currently, the teacher training colleges and other projects have a capacity to train only about 2000 teachers (IEES, Nepal Education and Human Resources Sector Assessment 1988). The Radio Education Teacher Training (RETT) project can reach about 1000 teachers a year through distant teacher training, but this number has to be increased in the future.

The Current Picture

The development of education in Nepal since its conception in 1951 to today is considered as rapid growth.

Nepal has made considerable investments in education, allocating 9.5% of total government expenditure to education in 1980/81, which increased to 9.7% in 1981/82 and 10.5% in 1982/83. The expenditure increased even to 11.0% in 1983/84 (National Planning Commission, Government of Nepal) but decreased slightly in recent years with an average of 10%.

Table 5 below should be helpful in order to understand how the country's education has come to today's situation. The figure shows the progress in the number of schools, enrollment, and teachers.

Table 5
Progress of Education in Nepal (In Actual Numbers) 1953-1990

Educ Level	1953-54	1974-75	1979-80	1984-85	1990
1. Primary					
Schools	921	8,314	10,404	11,704	17,842
Enrollment	26,186	458,516	1,317,068	1,833,655	2,788,644
Teachers	1,278	18,874	28,353	49,305	71,213
2. Lower Sec.					
Schools	316	1,893	2,223	3,502	3,964
Enrollment	33,408	174,143	142,271	266,639	344,138
Teachers	1,325	6,496	11,145	11,037	12,399
3. Secondary					
Schools	83	479	785	1,280	1,953
Enrollment	12,697	62,214	121,007	228,502	364,525
Teachers	921	3,451	4,683	7,882	10,421
4. Total (Lines 1+2+3)					
Schools	1320	10,686	13,412	16,486	23,759
Enrollment	72291	699,873	1,580,346	2,328,796	3,497,307
Teachers	3524	28,821	44,181	68,224	94,033

Sources: For 1953-54: Report of the Nepal National Education Planning Commission, 1956. For 1990: Ministry of Education and Culture. For other years: National Planning Commission, The Sixth Plan, 1980-85 and The Seventh Plan, 1985-90.

The achievement in student enrollment and the increase in the number of schools is remarkable. The enrollment ratio in primary, lower-secondary and secondary levels by 1984-85 had reached 78 percent, 34.5 percent, and 24 percent respectively (IEES, Education and Human Resource Sector Assessment, 1988, p.2-34). The enrollment ratio in 1990 increased to 107% for primary, 41% for lower secondary, and 29% for secondary. Looking at the number, only about 72 thousand students in the country were enrolled in the primary through secondary levels in 1953-54, which increased to more than 2.3 million by 1984-85, and reached to almost 3.5 million in 1990. The number of schools at all levels was increased from about 13 hundred to more than 23 thousand in the same period.

The literacy rate in Nepal was only 2% in 1951, which went up to 23.26% in 1981 and is estimated to be about 33% today. There is a big gap between the male and female literacy rate. According to the 1981 census in Nepal, 33.9% of males were literate, whereas the figure was only 12.04% for female (Planning Division, Ministry of Education and Culture, Nepal, 1987). Although the literacy rate is going up in total numbers, two thirds of the population still remains illiterate.

As schools are growing, the number of teachers is also increasing every year, but the heavy bulk of untrained teachers remains a serious problem in the system. Student enrollment has increased considerably, but less than 50% of those taking the SLC pass the examination. Drop-out rates are high, especially in the primary and early secondary levels. Financing of schools has always been a big problem in the rural areas. The equity between male and female enrollment is still a problem and this problem is even bigger in the rural areas. There are some continuing serious problems in the system.

Primary Education

Primary Education is a major area of emphasis for the Ministry of Education and Culture. Nepal has set a goal of providing universal primary education by the year 2000 and the government is working hard to achieve this goal. When primary education was made free in 1975, the growth in student enrollment between the period 1975-81 was remarkable. There was an annual growth rate of 11% in this period. In recent years, the growth rate has slowed down to a seven percent average. The reason for this might be the absence of new incentives by the government.

The primary education sector receives a comparatively larger share of the education budget. Of its overall

education budget, the Ministry allocated 35.26% in 1984-85, 34.65% in 1985-86, 36.32% in 1986-87, 38.37% in 1987-88, 43.6% in 1988-89, and 46.37% in 1990 to primary education. Although the budget allocation in the primary sector has increased over the years, it will require even more funding in the coming years as the government has set the goal of providing universal primary education by the year 2000 A.D.

In the seventh plan (1985-90), MOEC had a target of opening 1000 more primary schools and adding about 13000 more teachers. The government will continue to provide free education up to 5th grade and distribute free textbooks to 3 grades. The plan was to enroll 87 percent of the school-aged children (6-10) by the end of 1990 (National Planning Commission, The Seventh Plan).

The government has been promoting the opening of private primary schools. Private schools are operated and managed by local resources only and recognized by the government. However, this new incentive of the government seems to be working mainly in the urban areas.

Although girls' enrollment has increased remarkably over the past years, it is still a challenge for the government. By 1985, 30 percent of the total primary enrollment was girls. The percentage was slightly better in

the urban areas, which was 34%, but considerably lower in the mountain and hill areas (13%). The government has introduced several incentives to promote girls' enrollment. For instance, girls receive completely free primary education, including textbooks, in the rural areas. The government also plans to increase the number of female teachers.

If the government is to enroll 100% of the primary school age children by the year 2000, the annual enrollment growth rate has to remain at about 3.26 percent over that period (IEES, Education and Human Resource Sector Assessment, 1988). The annual enrollment growth rate has been declining in recent years. In 1982-83 the enrollment growth rate was 8.0%, which declined to 4.3% in 1985-86. The drop-out and retention rate also has to decrease significantly. The government's goal might be overly optimistic and may not be achieved by the targeted time.

To raise the quality of primary education, the government needs to provide more trained teachers. In 1985, only 32% percent of the total primary teachers were trained and 27% percent weren't even qualified (MOEC, Educational Statistical Report, 1986). The percentage of trained teachers in primary sector improved slightly to 38% in 1990. Although the government policy requires all primary

education teachers to hold a minimum of the SLC degree, there are still many teachers without the minimum requirement. When candidates with the SLC degree are not found, schools are still hiring underqualified teachers. In order to decrease the repetition rate in the first grade, the government also has to think about developing pre-primary education.

The aim of providing universal primary education is admirable, but the task has yet to be done. Given the present situation and the pace of progress in the country, it is almost certain that the project will fall behind schedule. Strategic planning and some careful implementation criteria should be established in order to achieve this great goal.

Secondary Education

Secondary education in Nepal has grown very rapidly and gone through many changes over the past two or three decades. By definition, the main objective of secondary education is to prepare the students for higher education. Secondary education also has to provide some base knowledge and a solid ground-work for people who are planning to enter the institutions which produce mid-level professionals.

Most secondary schools also consist of the lower secondary grades 6 through 8. There are very few lower secondary schools (6 through 8 only) operating. The statistics which indicate the number of lower secondary schools and enrollment combine the separate lower secondary schools and the ones operating within the secondary schools. The structure of education has changed many times in Nepal and this has affected the lower secondary sector. The grades for this sector ranged from 4 to 8 at various times. Before the current structure was placed two years ago, lower secondary education was completely eliminated.

Although the number of secondary schools has gone up remarkably over the past several years, the pressure in terms of space in this sector is still very high. The announcement of the government to provide universal primary education by the year 2000 will put even more pressure on secondary enrollment in the coming years. After the completion of five years in primary school and two years in lower secondary school, will be entering secondary schools, which have to be ready to take an overwhelming number of students. Therefore, the government must plan to increase secondary education.

The share of the education budget that secondary education receives seems to be decreasing in recent years.

Secondary education was allocated 15.93% of the total education budget in 1984-85, which decreased to 15.22% in 1985-86, 15.30% in 1986-87, 13.27% in 1987-88 and an even lower 12.9% in 1988-89. In 1990, the budget allocation for secondary and lower secondary sector combined was only 13.79%. In order to improve the financial problems and quality of education in the secondary schools, budget allocations need to be carefully examined.

The problems in secondary education are similar to the ones in other sectors of education. Although the growth of secondary education is seen in terms of numbers, quality is still a very big issue. Whether it is defects in the evaluation process or the poor quality of teaching in schools, more than half of the students who take the national examination (SLC) do not pass the secondary level. Students completing the 10th grade curriculum are not just passed on to take the SLC examination. They also have to pass a district wide pre-SLC test. Private schools even screen out their 10th graders internally before letting them take the district wide test. The standard of the pre-SLC test is believed to be comparable to that of the SLC. Thus, students are screened out as much as possible before they take the SLC examination, but still the passing rate is less than half. Critics say that it is defects in the SLC examination process rather than in the students. There has

been some discussion lately about the credibility of SLC. The recommendations include that the SLC should be a screening device for entry to higher education. Thus, it should be taken as an entrance examination into higher education, rather than a graduation requirement for secondary level. Some suggest that passing the pre-SLC examination should be a sufficient standard to complete the secondary level. The pre-SLC examination may need some coordination, but that can be done on the district or the regional level.

Presently, the structure of education in Nepal is grades 1 through 5 in primary schools, 6 through 8 in lower secondary, and only two grades 9 and 10 in secondary schools. But currently, there is another major change going on in the education structure. The 10+2 system has already been implemented in some schools. The 11th and 12th grades are considered higher secondary grades but not part of secondary education. Students will still be required to take the SLC examination after the completion of 10th grade. Although it is unclear at this point, the two grades are seen as equivalent to the first two years of college. However, there already are numerous problems associated with this structural change. These two grades are not funded by the government. If a school wants to add the two grades, the local community must be able to come up with all the

expenses needed. Who will teach those +2 grades is still not clear. Teacher qualification, curriculum, and availability of facilities are some of the major issues with the +2 grades.

Private Education

The history of private education in Nepal is not that old. However, the concept of private school started right after the political revolution of 1950. The first few schools were opened in Kathmandu by foreign religious groups, mainly by the Jesuit fathers and sisters. Some Nepali educators followed the concept and opened some privately run schools in the Kathmandu valley. The idea grew to some extent in the sixties and a few more schools were opened in Kathmandu. A limited number of private schools were also seen in other urban centers outside the Kathmandu Valley.

Private schools were hit hard in 1971 with the regulation of the National Education System Plan. The new education plan abolished all private schools and required the existing schools to be part of the government school system. The District Education Office took control of the teacher salary scale, school curriculum, and the formation of management committee. Any private organizations, including the foreign missions wanting to help schools, were

required to provide their monetary and non-monetary aid to the government. Then the government decided where to send the help.

Although the regulation imposed by the NESP against private schools seemed strict, the schools did not disappear from the picture. They followed government regulations but also continued their operation as before.

The country went through another political turmoil in 1979-1980. The political establishment was challenged and the King's role in national politics was questioned. A multi-party political system based on modern democratic values was demanded. As a result, the government reconsidered its policies in various areas including the education system. In 1980, the education policy was amended and private schools were allowed to open and operate.

With the failure of NESP, the quality of education was diminishing in public schools. Many parents had begun to send their children to Darjeeling and Kalimpong areas in India where private schools were considered to be of high quality. Taking children to Darjeeling was not convenient to many parents because of the distance. Also, the schools there were very expensive. With the new education policy allowing private schools to open, and recognizing the demand

for them, many educators began to establish private schools in Kathmandu and other urban areas. In fact, many private school venturers came from the Darjeeling areas in India. The timing was perfect and the demand was increasing. Private schools became very popular throughout the eighties and continue to be popular today.

Private school educators claim that 30 percent of the total student enrollment in the country is in the private sector. But the government statistics suggests otherwise. Table 6 below shows the number of private schools, enrollments, and teachers for the year 1990.

Table 6
Private Education Data 1990

	Nepal Total	Private Sector	Private %
<u>Schools</u>			
Primary	17,842	1,253	7.02
Lower Secon.	3,964	558	14.07
Secondary	<u>1,953</u>	<u>899</u>	<u>46.03</u>
Total	23,759	2,710	11.4
<u>Students</u>			
Primary	2,788,644	112,171	4.02
Lower Secon.	344,138	37,275	10.83
Secondary	<u>364,525</u>	<u>107,943</u>	<u>29.61</u>
Total	3,497,307	257,389	7.35
<u>Teachers</u>			
Primary	71,213	4,861	6.82
Lower Secon.	12,399	1,827	14.73
Secondary	<u>10,421</u>	<u>3,734</u>	<u>35.83</u>
Total	94,033	10,422	11.08

Source: Ministry of Education and Culture, 1990.

The above data on private schools is based on the number of schools officially registered with the government as private. Although the total student enrollment in the private schools is shown at only 7.35 percent, the data on secondary schools and enrollments is significant. According to the data above, the government is reporting that 46.03 percent, almost half, of all secondary schools in Nepal are private and almost 30 percent of all secondary students are enrolled in those schools. This statistics verifies the private school educators' claim of having 30 percent of all students in the private sector. The data for the secondary sector seem to be accurate because all secondary schools must report to the government for the purpose of the SLC examination. If a school is not registered, students from that school are not allowed to appear in the SLC examination.

The government requires all schools to register officially in the District Education Office, but without any compelling reason many private primary and lower secondary schools do not report and register. So the data on the primary and the lower secondary sector may be inaccurate.

Generally, private schools in Nepal can be classified in five different categories:

- 1) schools that are established by a single individual with his or her personal financial investment. In this kind of private school, the founder is normally the head and the sole owner of the school.
- 2) schools that are run by a group of people with shared financial investment and leadership.
- 3) schools that receive aid from non-governmental organizations. Leadership for this kind of school is normally designated by the funding agency.
- 4) schools which initially opened as government schools and later turned private with their own financial strength. There is no personal investment in this kind of school.
- 5) schools that are established under the Company Act of Nepal. This category includes the schools run by foreign missions, corporations and trusts.

The growth of private education has both pros and cons for the education sector in Nepal. Private schools certainly help meet the increasing demand for schools and higher enrollment in the country. Public schools have heavy enrollment problems. Shifting some of these students to the private sector might help the public schools improve their conditions. Also, people who want private education can have it without having to go to India or other countries.

The quality of education is a big problem in Nepali schools. Private schools seem to be making good progress in maintaining the quality of education. The academic rigor and evaluation methods seem more organized and established in the private schools. If the quality is maintained, it will provide better-skilled workers necessary for the country. Students will be better prepared for higher education.

On the flip side, private schools are very expensive. They are inaccessible to many children. The majority of the population in the country cannot afford the high cost of private education. Unless the quality of education in the public schools is raised, the majority will be denied access to receive a quality education.

Further growth of private schools in Nepal seems inevitable. The government has continued to encourage the private sector to get involved in education. However, the government must have clear guidelines for the private sector. More discussion on private schools is presented in the findings chapter following this one.

CHAPTER V

SCHOOL MANAGEMENT AND OPERATION

Introduction

The purpose of this and the next two chapters is to present the findings of the study. The main objective of this study was to find the differences between a private and a public school in Nepal. In order to get this information, the interview questions and informal conversations focused on the following areas: school management, internal and external school environment, school curriculum, and attitude and behaviors of students, teachers, principals, and parents.

The focus of this chapter is to report the findings on school management and operation. Although the management of both the public and private schools is mandated with clear policies by the government, the data present significant differences in the way different schools are managed and operated. On this topic participants talked about power struggles within the management, government policy on public and private schools, and parent and community involvement in school matters.

The data suggest that quite often there existed unhealthy power struggles in public school management among the Headmaster, the School Management Committee, and the District Education Office. The management structure in the private school was similar to that of the public school, but the data suggest that the private school Principal had considerably more management freedom than his counterpart in the public school.

The data showed that parents and the members from the local community were highly involved in both the public and the private school, but the productivity and relevance of their involvement was very different.

The Different Segments in School Management

There are different units who play important roles in school management and operation in Nepal. Mainly, these are the Headmaster, the School Management Committee, the District Education Office, and the parents and the community.

The Headmaster

The Headmaster in the public school and the Principal in the private school are responsible for all aspects of school management including academic excellence and school administration. In addition, the Headmaster in the public

school assumed regular teaching responsibilities because the school did not have sufficient teachers. Both Headmasters reported to their respective School Management Committees and to the district education officer.

Although a similar management structure existed in both schools studied, the functioning and effectiveness of management was found to be quite different in the two schools. The private school Principal carried considerable more management autonomy and freedom than the Headmaster in the public school. Participants expressed that the public school Headmaster was quite a capable person, but his capability was limited by the interference from the School Management Committee and the District Education Office. The Headmaster was caught between the power struggles and often found in the midst of it. The private school Principal did not have that problem.

A controlled student population and an adequate number of teaching staff helped the private school Principal to manage the school effectively. The public school had to admit more students than it could handle, but additional teachers were not available to teach the extra sections.

Badri, the Headmaster in the public school, pointed out some systemic problems as the cause of the public school's

lack of success. He felt no support from anywhere in order to run the school effectively. "No matter how hard I work to make this school successful," he said, "problems seem to follow one after another."

I don't have much support to do my job effectively. I have financial problems. I have discipline problems. And there are other problems. The School Management Committee (SMC) looks at these problems, but there is so much they can do to it. For example, if the teachers are not getting the salary when they are due, the SMC cannot come up with the money needed. So when there is a financial problem like this the SMC tries to stay away from these. They ask me to resolve it somehow. They ask me to talk to the District Education Office (DEO). And the DEO does not do much in this kind of situation either. Most of the time the DEO acts only as an agent of the central government. They are not actively involved in the development of the school. School supervision from them is almost nil. The DEO has school supervisors but they never do supervision. They never come to school - absolutely not. The supervisors have never initiated teacher conference or workshops. They are no resource.

Helping teachers is supposed to be part of their supervision responsibility, but they themselves are not qualified to supervise in the content area. And I don't know what else I can do in this kind of situation. I get caught in between everything.

Badri went on to describe more internal challenges he and his school face all the time. He talked about his students with different learning needs and their varying socio-economic backgrounds.

I have all kinds of students here. I have students from all economic backgrounds. They belong to different scales and have different needs. I have students who come from wealthy families. I have students from agricultural households. There are students who study hard, some even with a caliber to come in the national board. But I also have students who are not interested in schooling and are disruptive. They usually leave their home to come to school but end up somewhere else. So there are all kinds of students in my school. I have tried hard to control the situation here. But I am having hard time disciplining them. I am having difficult

time to motivate the students in their studies. It is a normal thing here to find students with homework assignments not completed. If the student is asked why he didn't do the homework, the answer simply is that they had no time. They give all kinds of reasons. Mostly they say they had to work. But even if the student comes with his homework, the teacher cannot check them all. If all students do their homework in my school, then the teachers are in deep trouble (laughter). Because there are too many students, sixty to seventy in one class. One teacher cannot check that many papers.

Continuing his comment about management, Badri pointed out other problems he faces. He said that management is the key to many other aspects in the school.

There (in private school) is more control and the Principal is able to act effectively. Their development of the quality of education is praiseworthy. And it all comes down to management. Teachers there cannot come late. They are immediately reprimanded if they come late. Teachers have to check the homework and follow up with the students. Teachers need to be

prepared there. Their teaching gets supervised on a continuing basis. So the teachers don't get to neglect their responsibilities. If one teacher is seen incompetent, the students as well as the parents complain about it. So intervention and improvement is done sooner. So it is much better there.

The private school Principal, Shekhar, pointed out some fundamental differences in a private school Principal and the public school Headmaster. He noted that as Principal he is authorized to make all the necessary decisions to manage the school.

I definitely have more power here. Private school Principals have considerably more power than the Headmasters of public schools in management decisions. I think that should be the case and that is what I have here. I make almost all the important decisions here. For example, if I need a teacher I have the liberty to find a good teacher and my decision will be honored by the executive board. They will not doubt in my claim for an additional teacher and the decision that I make who to hire. But in public schools, if you need a teacher you have to go through a lengthy

process. If you don't want to go through the government process the school will have to pay for the extra teacher itself, and that is never possible, because there is no money.

Shekhar further commented about the availability of necessary resources in order to manage a school effectively. He described his experiences in public school and compared that to his present situation as the Principal of the private school.

The success of managing a school depends on how much resources are available. When I was in public school, resources were so limited. I could not hire more teachers for the increasing number of students. Because the quota for hiring teachers was controlled by the DEO. I can't provide good education without teachers. I would have to make the existing teachers work hard with more students in the class. That is not good management. But here, there is sufficient money. I can buy library books, teaching materials, laboratory equipments. Because if I can provide quality education there are parents who will pay for the services. Parents really don't care how much I charge, they want quality education, that's

it. They are ready to pay. I was never able to do that in public school. Here, when I have a problem I can find a way to resolve them. But in public school you can't do that. You live with your problems.

Recalling his experiences in the public school, Shekhar further said,

When I was in public school, I didn't get necessary resources for me to be effective as a teacher. I felt that I had to accomplish an impossible task. But here in the private school teachers are challenged to work hard because they are given a manageable class size, and a reasonable teaching load. In public school it was hard for me to keep the motivation to continue. I felt that I was set for failure. My teachers here check student homework. They inform the parents about their students' progress. It is satisfying. I feel good.

Teacher Kamal, from the private school verified the good leadership and management he has seen in his school. He said that the capable leadership from the Principal was the key to the success of his school.

The leadership here is more visible and strong. I find the Principal here very capable and managing the school very effectively. He sets clear expectations. When I was hired it was mentioned to me how hard I have to work in this school. Also this school is kind of owned by the Principal. I don't mean to criticize about it. I think it is good. When you own something you certainly work harder and make the teachers work harder. He has good intentions. He wants to provide good education to students.

Kamal further commented about the Principal and other people's positive feeling of ownership and accountability in the private school.

People who are involved in private schools have a strong feeling of ownership towards the school they are working in. The ownership is not only for financial reasons but also it is to become successful. This way there is accountability in the work they do. This is not the case in public schools. It is public, as we call it. It is everybody's but not of any particular individual or group of people. So nobody takes serious responsibility in running it successfully.

Participant Shyam, a father of two children, expressed the same view that the people who started the private school sense their own success when the school is running well.

Private schools, like Lakeside is a product of highly motivated interested group of people. The key teachers there are founding members of the school. They have invested time and money in that school. So it is their institution, they own it. If they don't do well they will not be in existence and they will loose their job. Ownership is a big incentive for them to do well. I think they are very competitive in quality with other schools.

But, Kaji, the teacher in the public school, described his Headmaster as being under pressure from a variety of people and places and not being free to manage the school effectively. He thought that his Headmaster's effectiveness was hindered because of the lack of power and freedom to manage the school.

There are things that happen here that I cannot believe. I have seen people who have donated large sums of money asking the Headmaster for some favor like upgrading a student to a higher grade

or passing the student in the examination. That is clearly a violation of school policy, but the Headmaster has to do it, because there is no way he can say no to those people. I am sure he does not agree with the request but he does it. So this kind of pressure exists in the public school management. But it is entirely different in the private school. The Principal there is free to manage the school and is the sole in-charge. He has the power.

Clearly, the Headmaster, as the leader of the public school, needs far greater autonomy to manage the school effectively. The private school seem to have recognized that fact and empowered the Principal with necessary decision making power. Although the School Management committee, especially in the public sector, has important responsibilities in school management and operation, it should strengthen and support the Headmaster.

The School Management Committee

Every school in Nepal has a management committee comprised of local educators, community members, parents, and donors. The main responsibility of this committee is to find additional funding sources for the school. The government provides only 50 percent of the public school

budget, so the responsibility of this committee is phenomenal. The committee looks into matters such as the purchase of land, construction and maintenance of school buildings, and in some cases, the hiring of teachers. The Headmaster is usually the member secretary of this committee.

In the public school, membership positions for the School Management Committee were suggested by the school and approved by the District Education Office. But the formation of the committee was made according to the political affiliation of individuals. The data indicate that some members had no educational motivation to be on the committee, but remained only for political reasons.

The private school also had a management committee, but the District Education Office did not have much say in its formation. This allowed the private school to keep effective members on the committee who held a genuine interest in education and the development of the school. Most of the people in the committee were founding members of the school who had both an educational and financial interest in the well being of the school.

Although the role of the School Management Committee was considered important, participants expressed the fact

that the management in the public school seems to be unnecessarily guided by the SMC and the District Education Office. Participants said that often the members of the SMC in the public school were not educationally motivated and they were not there to really help the school. In other instances, the members had too much conflict of interest to be on the management committee, because they either belonged to local political parties or to some other organizations, and in some cases they held official positions in those parties. Their involvement in the management committee brought politics into the school, which created tremendous obstacles in school management.

Public school teacher Bhola pointed out the flaws in the management of his school and compared that with the private school. He said that school management should focus on the quality of education in the school rather than anything else.

There is no autonomy in the public school. When there is no autonomy the management is not strong. There are so many flaws in the management. Our School Management Committee is one example. I think the SMC should be comprised of people who are keen to the success of the school and who knows about this school. It could be parents and

other educators from the local community. People who work in the SMC should have no political biases. The formation should be made democratically. Private school management is much clear and much organized. Private schools are run by individuals who wants to make significant difference in education development.

Private school teacher Bhim was also critical about the government policy on school management and operation. He pointed out the government's indirect political intention in forming the School Management Committees. He talked about the different role of School Management Committee in the public and the private school.

One big reason public schools are failing is that during Panchayat (the overthrown political system) all the SMC members belonged to the Panchayat party and now Nepali Congress is in power and all the SMC members are from that party. If they cannot find suitable people from their party in this village, the party goes out to other places for the SMC. How can a person who is not from this place can work in the local SMC? This just doesn't make sense. That does not happen in private school. The SMC members in my school are

very close to the school. They help our school. They have no other intentions.

Public school teacher Kaji pointed out some of the inappropriate management practices that the School Management Committee exercises in the school. Because of this the teachers are divided and the leadership has no control over things in his school.

There is no unity here (in River Front). There is lot of blaming each other. Some teacher have rival feeling. They doubt each other. And neither the management committee nor the Headmaster can do anything about it. Besides, the School Management Committee is very much politicized. They try to influence the teachers in terms of what their political affiliation is. How can we operate successfully in this kind of situation?

Badri talked about the internal difficulties and lack of responsibility exhibited by the SMC members and the teachers. He said that the structure of the public school management, the SMC and the DEO, were part of the reason for the unproductivity.

You know there is no real enthusiasm here in the public school side. Immediate teacher supervision is not good. The teachers here are not so eagerly involved in the progress of the school as they are in private schools. The managers (SMC and DEO) in public school side are not so invested in the growth of the school as they are in private school. They have tighter control over things in private school. They conduct very close supervision there. I think the management structure here is not good. Because the pay scale in private school is not better than the public school. The salary is less there (in private school). Newly hired teachers have to bargain for their salary. There is no specific salary scale for private school teachers. They make the teachers work hard and pay less. But still we have less enthusiasm here. Sometime it is puzzling.

In Nepal, especially in the villages, finding educated people to serve on the School Management Committee is often very difficult. Usually, the same individual or the same group of people are active in politics, education, and other development activities. Because of these people's involvement in multiple activities, conflict of interest

seems very likely. However, the District Education Office must be careful in forming the School Management Committee.

District Education Office

There are 75 administrative districts in Nepal, and each has a district education office which is responsible for the supervision and coordination of all schools in the district. The DEO implements the education policy as set forth by the Ministry of Education and Culture.

The district office is headed by a district education officer along with several school supervisors. The supervisors are responsible for class observation, teacher training, and helping the school in academic matters. While the DEO staff is mostly involved with the public schools, they are equally responsible for the supervision of private schools in the district.

Although the District Education Officer is the highest ranking educational administrator in the district, it is possible that the person in this position may not have any education, training, and background in educational management and administration. This happens because of the government's policy to transfer its personnel from one ministry to another. Except for the very technical fields

such as medicine and engineering, public servants can be transferred across the government offices.

Some aspects of education in Nepal are centralized with major policies being formulated by the Ministry of Education and Culture. A central curriculum committee under the education ministry develops curriculum and selects textbooks for all secondary schools in the country. All secondary school students in the country, public as well as private, must pass the national School Leaving Certificate examination in order to graduate from the high school. The SLC examination is based on the curriculum set forth by the curriculum committee. The DEO is responsible implementing and overseeing the above matters at the district level.

All schools in each district must be registered, approved, and supervised by the District Education Office. But the data indicated that many private schools were operating without the knowledge of the District Education Office. Participants said that many private schools were just making money rather than providing education. They said that the expansion of private schools was uncontrolled and unsupervised by the District Education Office.

The data suggest that supervision and administrative control from the District Education Office varied

considerably for the two schools. The DEO had almost no connection and communication with the private school. Lakeside High operated with complete autonomy of its own management. Whereas, the DEO constantly participated in River Front High's internal business such as teacher hiring, termination, and other administrative supervision issues like transferring teachers from one public school to another. This involvement was perceived as unnecessary interference rather than help. The data also suggest that the DEO's supervision did not focus on improving the quality of education in the public schools; rather the supervision as such was often politically motivated and intervened in the normal functioning of school. According to the teachers no school supervisor had ever visited the private school.

Kaji was quite outspoken about his frustration with the District Education Office. He has been teaching in public schools for the last 20 years and stated that he has not seen much improvement in public schools. His displeasure with the DEO was evident in his remarks.

I don't even want to talk about the District Education Office. They don't do anything. They do not care. All they are concerned about is the bureaucratic stuff, all the unnecessary administrative stuff. The DEO has done nothing to

improve the quality of education. DEO leaves the quality part with the Headmaster. Well, the Headmaster can do something, but there is a limit. What can the Headmaster do when some teachers are on leave? The teachers can be on leave sometime. When they are, the classes are not covered. Students hang out free without any supervision. How much can one Headmaster cover? How many classes can he substitute? Because there are no substitute teachers and we are already overworked. The DEO knows this, but they never try to do anything about it.

Another teacher, Bhola, talked about the disorganized and unclear government policy regarding public schools. He presented the view that the government's policy has caused management difficulty in public schools.

We are kind of nowhere. We are neither totally government funded nor supervised, nor we have the autonomy to do that internally. I think our education system has a big flaw. It needs an overhaul from the traditional set up. Either they should fund the schools totally or they should provide the autonomy to the school itself. The government makes the policy and the schools have

to face the consequences. The DEO interferes too much, unnecessarily. Our Headmaster is one of the most capable person, but he is not free to exercise his management skills. He has to survive too. So it is going as it has been for a long time. We know it is not working out but what can we do.

Participants indicated that the DEO was not supervising many private schools, especially the ones which focus more on money making than providing good education. Shekhar voiced his concern about the increasing number of private schools which he believes are not delivering good education. He asserted the distinct characteristics of his school from the rest of them.

There are so many private schools who do not provide good education. People think that every private school is good. But that is not true. Parents need to check these things out. They need to find out what these private schools are doing rather than just sending their kids to these schools. Many private schools are running just like family businesses, a money making occupation. I think the government has to control this situation. Schools are not like business

companies. Their primary objective should not be profit making. I have good intentions. I have results to prove that. Last year I had 18 students take the national examination, and 17 of them came out in first division and one came in second division. This year in the district level examination, four of my students are in top ten including the first position. So I have good output to show. My main goal is to provide good education to my students.

Nil, a father of three children, of whom two were in the private school Lakeside, and the third in the public school River Front, spoke with confidence and knowledge about education and the different kinds of schools he had seen. He said that the government needs to control the bad schools.

There are many private schools which only tries to make money, profit. It is a dilemma for parents because on the one hand public schools are not good, and on the other, there are private schools which are charging more and not providing good education. This is really not a good situation. There are many parents who are uneducated and unconscious about education. They send their kids

to schools according to what they hear. I see a trend among parents today that even if the school is expensive they want to send their kids to the private school. So if they spend so much money to send their kids to school, the school should give good returns. Just look at Lakeside, this is an example of a good school. I think this school has good planning and it has made impressive progress. This school is also expensive but I know that my children will get good education here. So I don't mind paying more.

Public school teacher, Bhola, talked about a prolonged strike and pointed out the government's negligence with the situation.

Once, all teachers were on strike which lasted for 38 days. The government didn't care about this long strike and the loss of school days. They simply ignored the problem and thought it will be resolved somehow. I was amazed that the government could ignore for such a long time. They should have interfered right away. I haven't seen anything like this in private schools. During the democracy movement about 2 years ago, all public schools were closed for weeks, but

private schools were in business as usual. I think they were closed for a day or two because of security reasons and that was it.

Although the problems with the District Education Office might be different in each district, the major issue of the government inefficiency seem to be a systematic problem. The change in the education system may need to come from top down. The District Education Office needs clear guidelines from the center. Also, the government should place only qualified personnel as District Education Officer.

The Community and the Parents

The role of the community in the Nepali schools is tremendous. Without active participation and help from the local community public schools may face serious difficulty. The community members serve in the School Management Committee, donate money for the school building, and organize activities to raise funds. The community needs to do these things because public schools in Nepal are not fully supported by the government.

The government provides 50 percent of the public secondary school teachers' salary and no support for clerical and other administrative needs. The school must be

able to come up with more than half of its budget. The private schools receive no financial support from the government. But they are self sufficient and financially strong with their expensive fees.

Participants said that it is a hardship for many public schools to collect 50 percent of its budget. The majority of this money comes from student fees; this practice forces schools to admit more students than it can handle. But still a lot of help from the community is needed. School building construction and maintenance is the responsibility of the community. I observed that the public school building was built from donations by the members of the community.

The level of involvement of parents in both the public and the private school was found high; however, the quality of such involvement was quite different. In the private school, parental involvement included conferencing with teachers about their children and the quality of education. There was also a certain degree of parent teacher interaction in the public school concerning the progress of the student. However, this participation was usually parents involved in fund raising activities, school maintenance, and teacher recruitment. While participation of community members in these areas was not necessarily bad,

it created an outside influence in the school business. The data suggest that this outside influence interfered rather than help in the management of the school.

Headmaster, Badri, explained the difficulties he has faced in managing a public school. On top of the administrative issues with the District Education Office, he said that the parents and community members play unnecessary roles in school business.

The local people interfere too much in public school business. It makes hard for me to be effective. I am not even free to carry out a disciplinary action against a student who violates school policy. There will be too many questions from the public. I don't understand this thing, parents invest so much in private school. The tuition is high and other fees are high. The public school tuition is not that heavy for parents. But they think they own this place. Sometimes the parents aren't disciplined themselves. If a student is suspended for misbehavior, the parent goes out to look for some powerful people like local political leaders or the people in the School Management Committee, and always someone turns up to speak in favor of the

student in trouble. They come up with all kinds of excuses. They never think about what kind of message they are sending to the student in doing that. Also, other students find out about these things and they don't trust us. So we are too close to the community which is not working in favor of us.

But private school Principal, Shekhar, thought that the parent's participation and contributions he receives in his school enhance his management abilities. He talked about the productive concerns of parents about the quality of their children's education.

I think the parents here are more concerned about their children's education. These are not only rich parents. I get parents who cannot afford to send their kids here, but they show extreme desire for their kids to have good education. Even a street sweeper wants to send his kids to private school. That's why I think the parents who have kids in my school keep more contact with us. Parents are involved here. They inquire about their children's progress. I like it when a parent comes here with a concern. It's productive when there are people concerned for positive

results. I am sure the parents in the public school also want their kids to have good education, but the public relation is not good there. Parents are rarely invited to the school.

Devi, the teacher at the private school, talked about the role of parents in educating their children and how that helps the school to run effectively. She compared the differences in parent involvement between the public and the private school.

I think there are some parents in the public school who are really concerned about their kids education. They want to know what their kids have learned. I know some of them personally. But there are many parents there (in the public school) who do not pay much attention to their kids. I don't know why parents do that. I don't think they check their kids school work and ask them to complete the work at home. But the parents in this (private) school are very concerned about their kids education. They communicate regularly. If they find any weakness in their kids they consult with us and the Principal.

Parent Nil talked about the benefit of parents getting involved in the school and their children's education. He said that parents should worry about their children's education and should keep in touch with the teachers. Nil also said that the schools should involve the parents and talked about the difference he finds between the two schools.

In public school also, if the guardians pay a little more attention kids will do alright there too. It's not that all kids in public schools are bad. But the difference here in the private school is that even if the guardian do not pay attention, the Principal and the teachers send a note to the parent about the kids. They keep parents informed. I know this because I have kids in both schools.

In summary, the study finds significant difference between public and private school management. In the public school, lack of coordination between the various units; the Headmaster, the SMC, the DEO and the community, hindered the school management and operation. Although their roles seem clear, communication between the DEO, the SMC and the Headmaster appears ineffective.

With the problems in the management, the public school seemed unable to focus on its ultimate goal of providing good quality education. This study examined the issue of quality in education. The next chapter will specifically deal with that issue.

CHAPTER VI

THE QUALITY OF EDUCATION

Introduction

This chapter presents the findings on the quality of education in the public and the private school. In order to get a full picture on the quality issue, several topic areas such as school curriculum, the medium of instruction, teacher qualification and training, teacher morale, class size, and the public perception of the quality in the two schools are discussed.

Participants talked about their view of what a good or a successful school is. Although some participants at the time of this study were affiliated only with the private school, all participants had some kind of affiliation with the public school at some point in time. Thus all participants were able to give a comparative view of the public and private schools.

The data shows a great deal of variance among teachers from the private and the public school about their motivation to do the job and their satisfaction in doing it. While the private school teachers indicated more motivation and satisfaction in their job, the public school teachers'

feelings were mixed. Public school teachers liked being a teacher but they consistently expressed dissatisfaction with the school they were working in, thus, lowering their motivation to do a good job.

The public school teachers talked about the lack of professional development opportunity, subject related training, and incentive to do a good job. All teachers talked about the difference in school curriculum and textbooks between the two schools. While both schools followed the government regulated curriculum, the private school had added extra textbooks and expanded the content area in each subject.

All parents expressed the same view that they wanted good education for their children no matter what school they were attending. Many opted for private schools because public schools were unable to provide good quality education. The data indicates that the parents defined "good education" as having their children pass the final examination with good grades and moving up to higher grades. Successful completion of SLC examination seemed the most important to the parents because it was necessary for their children in order to go to college.

The parents were concerned about the rising cost of secondary education of their children, but all of them wanted their children to get a good education even though the cost was high. Two parents who had at least one child in the private school indicated that it was difficult for them to pay the expensive private school fees, but they both thought their investment was worth facing the difficulty.

Although private schools charged high fees and seemed strong financially, teacher salaries were not higher than that of the public school teachers. In addition, the physical facility in the private school was worse than the public school's, and the playground and availability of intramural sports was also better in the public school.

All of the students interviewed indicated that they wanted to get a good education and do something meaningful in the future. The two students from the private school provided some comparative insights from their own experience of both the private and the public school. They consistently stated that the private school had tighter discipline control and more structured activities which helped them concentrate on their studies. They mentioned the public schools they attended before were too large to offer such control and structure. The two public school

students expressed concern about the lack of guidance they receive from their teachers.

School Curriculum

The school curriculum in Nepal is centralized. The Educational Materials Center in Kathmandu develops, prints, and distributes the textbooks throughout the country. All schools must follow the curriculum as set forth by the government. However, schools are not restricted from having supplemental textbooks or extra subjects. The data shows that the curriculum between the public school and the private school was vastly different. While the private school curriculum included the government prescribed textbooks and subjects, their instruction was not based on those books alone. In each subject, the private school had selected additional and more advanced textbooks for instruction.

The public school was also using some outside textbooks, but without additional teachers and no incentive for existing teachers, effective instruction of those books was lacking. Some teachers indicated that students who worked hard on their own benefitted from having those books, but the necessary help was not given to them.

Many teachers, public as well as private, were critical of the government set curriculum. They questioned the quality, significance, and appropriateness of the curriculum and many teachers were critical because they had no input in designing that curriculum.

Teacher Bimala, from the public school thought that the quality of text books that the private school used gave them an edge in providing better education.

In terms of curriculum, the private school also follows the government curriculum. They must use the government curriculum, that is the base. But they have additional text books of their own. Those additional text books are the main reason that they have better standard in the private school. Students are required to work more. Teachers are required to prepare more. But in this (public) school we are left on our own. The government sends the curriculum and we make the interpretations on our own. No one supervises, no one does anything, we find a way how to use those books.

Public school teacher, Kaji, mentioned that his school also has some extra text books in addition to what the

government has prescribed, and he thought that those books have helped some students.

We have some extra text books in English, Math and Science. These books strengthens the curriculum, I think. It helps the main curriculum. I think these books helps the students to do more work and get more clarification. Not all public schools have them, but we can have them if we want.

Because we also have some good students who work hard. They can benefit from these books. But for average students, I don't know if it is helping. But as long as it benefits some students we should keep them.

Private school teacher, Bhim, spoke about the flexibility his school has over their curriculum. He pointed out that his school curriculum is reviewed and revised right in the school rather than following the lengthy government procedures.

I think our (private) curriculum is more diversified and it covers more content than the curriculum in the public school. Because we teach good quality extra books. We have developed our own curriculum. The thing is our curriculum can

be improved right here locally. If the subject teacher points out some deficiency in the subject that can be discussed immediately and changed beginning the next term. The public school curriculum cannot be changed like that, without the approval of the education ministry. Even if a teacher discovers a flaw, changing the curriculum in public school is a long process and takes forever.

Headmaster Badri provided a comparative view of the curriculum used in the private school and the public school. He said that the private school was providing better quality education but didn't think that public school curriculum was that bad.

The ultimate goal of every school is to provide better learning opportunity for students. I think the private school do that with better and complete curriculum than what I have in the public school. Everyone know they (private school) have much better results in the examination. So they do perform better than us. But our curriculum is not completely bad. It needs work but what is important is how they are taught. I think we should focus on that aspect.

Public school teacher, Bhola, was quite critical about the way public school curriculum is developed and very dissatisfied with the fact that teachers have no say in that process.

Teacher contribution is almost nil in curriculum development. The central curriculum development committee in Kathmandu do not seek input from us. Planning, decision making and everything happens in the central level and we teachers have no input in the curriculum we teach. We don't know what teaching material to use. All I get is the book. there is no particular training about the curriculum. I follow what they (central committee) say. I have no choice. There is no questioning. There is no evaluation about the text books, about the curriculum. Once I get it (books) I just go with it.

Another teacher, Kamal, criticized the way public school curriculum was designed. He expressed that there should be flexibility in revising the curriculum and that teachers should be consulted in the process.

The way public school curriculum is designed is not scientific. They never consult the teachers.

People at the center decide what they think is right for schools. I think some teacher representation is needed in the curriculum committee. the central committee only use experts. They may be experts but they don't know what is needed in the schools. Private schools have lots of flexibility in deciding school curriculum. We are able to decide what to teach our students.

Devi presented a broader view on curriculum and spoke about providing education in all areas and not just from books. She talked about the areas Lakeside can improve although many people consider that a successful school.

Lakeside is certainly better than many other schools. We have good exam results, we promote better learning for students, we emphasize better study habits. But there are areas we can improve here. It should expand the student service. Our library is not in good condition. We charge every student for reference books and we really don't provide the service. Also the location of the library is right in the teachers' room which discourages some students to come and use them. Many students do not know they can borrow those

books. We also charge sports fee but we don't provide much sports equipments. We also need to think about some extra subjects for teaching like dancing, sewing, cooking etc. There isn't much thought given to extra curricular activities.

Nil talked about quality of education being the main reason for his selection of a private school for his children. He mentioned that he was not against public education but went on to say, when your kid's future is involved you have to make a right decision and nothing else. He said that River Front can be a great public school because of it's excellent facility and experienced teaching staff, but there are too many internal and external problems to be solved.

Quality is the main reason that I wanted my kids to come to this school (Lakeside). When I moved in this town I was really worried about my kids' education. But I heard about this school and I came here to talk with the teachers. I was impressed. I would have also admitted my older son in this school but this school didn't have 9th grade at that time. So I sent him to the public school. He is doing okay there. My brother's son also went to a private school in Kathmandu. He

was one of the top ten student in the national board in SLC examination. That also motivated me to get a good school like this for my kids.

Bimala said that the quality of education was different in the public and the private school because of their examination and admissions policies. She said that public schools are basically open to anyone, but private schools are very selective in accepting students and strict during examination.

We admit whoever wants to come to this school. We admit students who aren't academically ready to start in the grade they are admitted to. I think many times we take students for financial reasons. Because 50 percent of our salary comes from student fees. But that is not the case in Lakeside. They conduct strict entrance test before they admit a student. And the examination system is very bad in public schools. We promote students who are not ready to move up. Also the examination here is not so strict. Students cheat a lot during exams. Lakeside conducts pre tests of their students before they are allowed to sit in the district and national level examinations. We cannot be selective like that here.

Participant Mehar, a father of four children, three going to public school and one in the private school talked about the knowledge difference he finds among his children. He said that all his children are well behaved and always wanting to make good progress in their studies. But he finds the one attending the private school was ahead of the other three because he thinks the quality of teaching there is good.

My younger son is better in math and English than his older brother and sisters. He is always with his books. His school, you know the private one, really does a good job. I wish I had enough money to send the other three to Lakeside. It is expensive, I cannot afford it. Even with one in there puts me in lots of pressure financially. But I am satisfied with my son's education.

The government's policy to centralize the school curriculum is understandable because it provides national unity in education. However, in doing so, the effectiveness and appropriateness of the curriculum needs to be looked at very carefully. The teachers who are responsible for teaching the curriculum should be part of the the curriculum development.

Medium of Instruction

The medium of instruction was another major difference between the two schools. The private school used English as its medium of instruction in all subjects, thus, increasing and emphasizing the knowledge of English language among its students. Also, students at the private school were not allowed to speak Nepali during school time. The medium of instruction in the public school was Nepali including the English subject where English instruction was translated in Nepali. Some participants mentioned that a vast majority of students have difficulty with the English subject.

The emphasis and knowledge of English in the private school was a strong attraction and decisive factor for many parents to send their children to that school. Many parent stressed that they wanted their children to be very knowledgeable in English because it was the most popular international language.

The private school educators seemed well aware of the demand and popularity of English language. I observed many private school advertisements emphasizing themselves as "English medium school". The schools specifically highlighted the English teachers having been educated and trained in respected schools in India.

The government curriculum requires all schools to teach the English subject. Instruction of English starts early in the primary grades. But without qualified and trained teachers, English instruction seemed ineffective in public schools. The private schools were perceived to have better instruction in English and brought trained English teachers from Darjeeling areas.

Many participants talked about the popularity and importance of English language instruction. Proficiency in English language by the private school students was one of the significant factor for parents to send their children to the private school. Private school teacher, Bhim, talked about the popularity of English language and how they focus the usage of English in their school curriculum.

Many parents want their kids to learn English. It has become an universal language. We emphasize English from the very beginning in Nursery grades. The medium of instruction in most subjects is English.

Parent participant, Chandra, stressed the importance of English, and provided his reasons for it. He wanted his children to learn the language and thought that the private school could provide that service.

This is the age of English. English is necessary everywhere in the world and most of the technology is based on English language. My son and daughter will have to study in English in the future so I want them to learn it now. I want them to have a sound knowledge of English and they can get that in the private school. Lakeside has good teachers, they are better English speaking teachers. that was one of the main reason that I sent my kids there.

Private school teacher, Devi, expressed similar view that many parents are attracted to the private school because of the English instruction.

They (parents) want their kids to speak English. It is the international language and every parent want to see their kids talk in English. That is a big motivation to send their kids in the private school. We teach all the major subject like English, social studies, math in English language. We don't allow students to talk in Nepali during class. We punish them if they don't follow that rule. Sometime I am flexible but mostly I teach in English.

The demand of schools where English is the medium of instruction is very high. This seem to be one of the main reason that private schools are very popular in Nepal. Although the government requires all schools to teach English, many schools lack qualified and trained teachers.

Teacher Qualification and Training

There is no teacher certification system in Nepal. People with degrees in education are regarded as having pedagogical training and therefore considered "trained teachers." However, an education degree is not a requirement to become a teacher. A person with a Bachelors degree (in any discipline) is considered as having the qualification to become a teacher and can be hired by schools.

The Institute of Education under the Tribhuvan University in Kathmandu is the main institution which offers education degrees and teacher training opportunities. The Institute offers Bachelors and Masters degrees in education for people who want to have careers in teaching. In addition, the Institute provides in-service teacher training programs with an option to earn a degree. But the institute alone is not capable of training teachers as needed. There are a few other colleges in different regions offering lower

level education degrees. But still, the supply of trained teachers seems to be far short of what is needed.

The majority of teachers in Nepal are not trained. According to the Ministry of Education and Culture's 1990 annual report only 38 percent of public school teachers in primary through secondary levels were trained. In the private sector it was even lower at 23 percent. The trained teacher percentage in the secondary level alone was slightly better at 45 percent for public schools and 31 percent for private schools.

The data in this study suggests considerable difference in teacher training, qualification, and job security between the public and the private school. The data indicates that job security was better in the public school than the private school. Public school teachers could be permanent and could belong to a nation wide teachers' union which would protect their jobs. Also, the data suggests that many public school teachers were more experienced and trained than the private school teachers.

However, the evidence above contradicts with the finding that quality of education was better in the private school than in the public school. The data indicates that private school teachers worked harder and more effectively

than the public school teachers. The reason for this was attributed to ineffective management, external interference and political activism in the schools, low motivation among teachers, and increasing student population in the public school. Although better educated and trained than the teachers in the private school, the public school teachers faced an unfavorable teaching learning environment. Maintaining the quality of education in the private school also depended on teachers being evaluated more, supervised on a continuing basis, and supported by the Principal.

Headmaster Badri claimed that public school teachers were better trained, qualified and experienced than the private school teachers. He said that the job situation for teachers was better in the public school.

Lots of teachers in private school are untrained. Most of them are untrained. They are not ahead in qualification (than the public school teachers). I think public school teachers are more qualified than private school teachers. there are more experienced teachers in public school. But the reality is that private school teachers work harder. Because there is more control everyone has to work hard. However, I don't like the

private school exploiting hard working teachers.
Teachers there are not adequately paid.

Badri further presented the view that some teachers from the private school would prefer to work in the public school. He gave the following reasons for that.

There are teachers in the private school who want to come to my school. Because we have fixed pay scale, we have job security, we have more freedom. Public school teachers have an association. Private school requires you to work more but the remuneration is not given according to the work you do. Public school teachers can be permanent. The DEO guarantees the job once you are a permanent teacher. Public school teachers are paid almost as the government pay scale. So it is not bad at all.

Teacher participant, Devi, talked about the difference in pay and job security between the public and the private school. She said that not all private school salary was bad but generally private school salary were not comparable to the public school.

Public school teachers have better pay and benefits. They have provident fund for teachers which is non existent in the private sector. Public school teachers get raise according to their experience and years of service. But Lakeside is also trying to do as much as it can for it's teachers. We have set up a fund here in which we all contribute and that fund can be used by teachers on a loan basis. I think our (Lakeside's) salary scale is comparable to the public school. But generally private schools are worse in compensating teachers. It is really bad. Even with a low salary there is no job security. Sometimes teachers get fired for no reason.

Public school teacher, Bhola, talked about the lack of training being a big problem. He said that necessary training is not provided in both the public and the private school.

Teachers aren't adequately trained. It is a problem. Even if a teacher is trained there is no renewal of that training. There are teachers who are trained but they were trained ten years ago. But the curriculum have changed, the text books have changed, and there is new findings in student

learning and teaching, and there is no renewal of that training. Also there are many teachers who have never been trained at all. This is true both in the public and the private school.

Principal Shekhar stressed the importance of teacher training and explained what he does in his school.

I pay attention to teacher training and their satisfaction in their job. It is very important. I want them to be successful. We have to work hard to be successful. I provide the opportunities and the teachers will have to work with that. From time to time, I organize training workshops for my teachers. We just had two workshops couple of weeks ago.

The quality of education depends heavily on the qualification and training of teachers. The majority of teachers in Nepal are untrained. While there is no requirement and incentive for teachers to get training, there is also not enough teacher training institutions in Nepal. In order to improve the quality of education, teacher training is an important area for the government to focus.

Teacher Morale

All teacher participants who were interviewed indicated that they are proud to be teachers and wanted to continue their profession. However, the public school teachers did not seem satisfied with what was happening in their school. Although they wanted to do a better job personally, they blamed the system for not creating a conducive learning environment in the school.

Public school teachers acknowledged they lack the motivation and willingness to do a better job because there is no incentive to do a better job and they get no support from the school management and the District Education Office. The teachers said that school supervisors from the District Education Office never come to help them. Instead the DEO creates problems for the school.

The private school teachers indicated satisfaction in their job, but expressed concern about their job security. They were not protected by a union as the public school teachers. Also, the pay scale of the private school teachers was lower. Some teachers indicated that their hard work should be rewarded accordingly and that the private school should at least pay them comparable to the public school teachers.

Teacher, Kaji, tried to explain the situation with teachers in the public school.

I am frustrated with the general attitudes of some public school teachers. Because it is unionized, ...the public school teachers have unions, it is not easy to fire them even if they do a bad job, a lousy job. The unions protects them. But that is not the case in the private school. If a teacher does not do a good job, the Principal will immediately terminate the teacher or will at least take necessary actions. In our school even a necessary action is not taken when a teacher is not doing a good job.

Student participant, Krishna, had transferred to Lakeside from a public school four years ago. While he was not unhappy in the public school, he feels that his current school teachers are much better.

I feel very comfortable talking to the teachers here. They are strict but friendly. When I don't understand a lesson, I can ask for help with the subject teacher. If they don't have time right away they will ask me to come after an hour or whenever they have time, but they never ignore me.

I also tried getting help from my teachers when I was in the public school but things were different there. I think the teachers were very busy there. Many times I could not talk to them because they were in other classes. Also some teachers there were not interested in helping me after the class time. But here, I can even talk to the Principal. He is always interested in talking with students and offering help.

Another student participant, Lata, who attends the public school, spoke about irregular classes and not understanding what the teacher is teaching.

Sometime the teacher does not come to our class and for the whole period we do nothing. When the teacher is not present in the classroom there are some students in my class who make lots of noise. I think that should never happen. Sometime I feel good that there is no class but I think that is wrong. If I don't do anything in the class then I will not be learning anything. Also, my class is big and many times I do not understand what the teacher is saying. I have problem especially in English and Math but I don't know what to do. I

cannot get help at home because nobody understands those subjects.

Private school teacher, Bhim, talked at length about his experience when he was a public school teacher. He described the problems in public school as a combination of many things.

As a public school teacher, I had some faults myself. I admit that I use to wait for the clock to hit 4, so that I could go home. The sense of responsibility was not there. I was not thinking like a real responsible teacher should think. But I think the reasons for me to think that way was not totally my fault. That was the norm developed by the system. I felt like nobody cared about what was happening in the schools. The main reason was that the education plan and it's implementation was at fault. The Headmaster was not functioning right. It really didn't matter whether I did a good job or not.

Bhim also said that the continuing financial problems in the public school is not good for teacher morale. Because of this situation teachers there don't feel good about their job.

Most public schools face hard financial problems. Looking at the building and support from local people, River Front seem to be doing well, but they have difficulty in supporting their teaching and administrative staff. Although the government helps public school financially, their support is not enough to run the school. The government provides only 50 percent of the teachers' salary. Private schools are financially strong because the tuition there is high. I think the tuition in private school is expensive for many people, but it is necessary to have a good school.

Class Size

Although the government aims to have no more than 40 students in one class, the public school suffered from an overwhelming student enrollment. The data indicated considerable difference in class size between the public and the private school. The public school classrooms had anywhere from 50 to 90 students in one class as compared to 35 students at the most in the private school.

Many participants agreed that the over crowded classrooms in the public school was the main reason for it's diminishing quality of education. Pubic school teachers said that they didn't even know all the names of their

students. They were not able to check student homework assignments, find out who was missing from the class, or check to see if students understood what they taught.

When more students were admitted, the private school created separate sections and hired additional teachers. The public school also had multiple sections of the same class but each section was equally crowded. However, the physical facility in the public school was much better, and the classrooms were considerably larger. While the private school had a lower number of students, the classroom space was much too small.

Kaji talked about the large class size in his school. and the lack of support for him as a teacher. He mentioned how things are different in the private school. He also talked about the difference in workload between teachers in public and private schools.

I have 60 to 70 students in my classes. In one class I have 75 students and I teach 34 period a week. The less crowded class has at least 55-60 students. That's why I can never check student papers. I go to my class, lecture from the front of the room, sometimes I use blackboard and that's about it. Whoever gets it (learns), gets it. I

cannot conduct a proper evaluation because there is too much work with that many students in one class. There is no time to evaluate students. Whereas in private school, the teachers have about 30 students, may be 40 at the most. This is a big difference.

Shekhar, the Principal of Lakeside High, talked about the significant difference in class size in the two schools. Before becoming the Principal in Lakeside, he was a teacher in River Front. He said that a manageable class size is important because that provides better learning opportunities for students and a supportive environment for teachers.

I have worked in public schools for a long time. I have spent all my life in education and I am proud that I became a teacher. As much as I liked being a teacher, I was getting fed up with the scene in public schools. Class sizes were way too big and the teaching load was extremely heavy. I had to deal with so many kids. I was not able to provide individual attention to my students. I had no idea who was doing well and who was not. The average class size here in my school now is about 30 students which is an increase from 22

when I started here. But 30 is still a manageable number.

On a related topic, Shekhar talked about the work load issue for teachers.

The teaching load is very reasonable in my school. Out of the 39 periods in a week, the teachers in my school teach an average of 22 periods, whereas in public schools, every teacher has to teach 32-34 periods. The teachers here in the private school have more time for lesson preparation and keeping up with individual student progress.

Public school teacher, Bimala, talked about the admission problem in her school. She said that having so many students in one class was one of the main reason of bad quality.

We have a problem here. We cannot control the admission. This is a public school so everyone has the right to be in this school. And that makes things hard. We have too many students. My classes are too big. I think even 50 students in one class is too much. But we have more than

that. How can I maintain quality in this kind of situation?

The excessive number of students in one class seems to be one of the main reasons for the deteriorating quality of education in public schools. Nepal's population growth at 2.5 percent (World Development Report, 1991) puts a lot of pressure on student enrollment.

The government policy of providing free primary education has also increased the enrollment in the primary sector. As a result, the lower secondary and the secondary sector is experiencing increased enrollments. Unless, more schools are opened and more teachers can be trained and hired, the big class size may continue to be a major problem in schools in Nepal.

Public Perception

Community participation in the making of the public school in this study was very high, indicated by the investment of money and time in the school. The school has one of the most attractive and spacious school buildings in the area, all built by donations from the local people. So, it seems that people wanted the public school to run smoothly and meet the educational needs of the communities. But as a public school, it is under the direct supervision

of the District Education Office which many people see as a problem. The result is that the quality of education in the public is perceived as not good.

The private school, on the other hand, was perceived as a better school. The parents who were interviewed indicated that they wanted to send their children to the private school because they thought the quality and standard of education in the private school was much better.

Participants constantly referred to the SLC examination results as proof of the private school's success. Although there is no scientific data to prove the claim, private school educators claim that 84 percent of the students who pass SLC examination belong to private schools.

Participants said that not long ago the public school used to be of highest prominence in the country. But increasing political activism, uncontrolled student population, and decreasing financial support has been the cause of it's diminishing quality of education.

Bhola, a veteran teacher of 25 years, openly pointed out the issue of social perception about public and private schools and its negative effect in his job. He expressed that people really do not know the facts but still believe in what they hear from others.

On top of the internal difficulty in my school, I have to face the negative image of being a public school teacher. There are people who think I just earn my salary without working. That is the general thinking many people have. In one hand I have poor working conditions and on the other I am perceived to be a lazy guy. I think the community should try to strengthen the school rather than making negative comments about me and other teachers. Instead of supporting the school with fund raising, people just run after the rumor. Yes I admit that the teaching quality is not good in my school, but I need help to improve that, the school needs help, not the negative perception. People also think that private school teachers are better and hard working. One cannot make that judgement so easily. I think there are many teachers in River Front who are superbly qualified. I am not saying that the teachers in the private school are not good. My point is that they have better working condition, so they are effective.

Devi, who has been a teacher in Lakeside High for the last three years, spoke about the national examination result, SLC, as the sign of success for a school and an

important factor for the parents to send their children to private school. But in the meantime she also said that parents should not judge a school only by its SLC results.

I think the school which has excellent results in the national SLC examination should be considered successful and effective. Many parents come here because of our good results in the SLC examination. They think we are good. But that is just one factor. I also think that students should gain useful knowledge from a school. They have to have gained some moral education from the school. The education should uplift their life. If this does not happen then I don't think that school should be considered effective and successful. The parents should worry about these things.

From her experience, Bimala talked about people's view of a successful school.

They see school success from different angles. The most important thing for a school is to have a good institutional base and stability. I mean the school should have its own building, school bus, necessary furniture and so on. Some private

schools aren't even registered and aren't licensed to operate. But some like Lakeside High is making good progress. Many parents have good feeling about that school. They have already bought land for its own building. They are moving towards their goal of becoming a great school. But there are private schools who shows some glitters in the beginning but nothing more than that. That kind of school disappears within a couple years.

Chandra, who had both of his children in Lakeside High, pointed out some basic differences between the two schools. He was active in the community programs and has regularly organized fund raising campaigns for the public school. Chandra mentioned that he always wanted to see the public school succeed. However, he made the decision to send both of his children to the private school.

I want my son and daughter to get a good education. So I had to send them to a good school. I would like the public school to run better but that is not the case. There are about 250 school days in a year I think, but public schools probably have classes only 125 days. Half the time they are on strike. Sometime it is student strike and sometime it is teacher strike. I

didn't want my kids to get involved in that when they should be focusing in their studies. I have not known a strike in Lakeside. They have regular classes. ...of course I would have send my children to public school if they had good education. Why wouldn't I, public school is cheaper. Private school cost a lot of money. But money is not everything. My children's education is more important to me.

Another parent, Shyam, said that people's perception is based on fact and reality regarding the situations in the schools.

I think people want a good public school. I do. But there are so many problems and we get tired after sometime. Sometime teachers have demands, other times students have demands. In public school we are always talking about problems. When are the kids getting education. the private school don't do that. They have regular classes all the time. I think they have problems too. But they put education first. That is good.

In summary, the quality of education was the foremost reason for parents to choose private schools. Most

participants expressed the view that the private school was running smoothly, successfully, and effectively. They said that the "education there is good," "they bring good results," and for that reason "expensive but satisfied with the quality."

The public school which offers a better physical facility, more trained teachers, and better job security for teachers was not able to get the same positive results because of other variables; school curriculum, class size, work load, and low teacher morale greatly affected the quality of education. In addition, the poor quality of education in the public school was caused by other internal and external environmental factors. The next chapter specifically deals with those factors.

CHAPTER VII

SCHOOL ENVIRONMENT WITHIN AND OUTSIDE

Introduction

The purpose of this chapter is to present the findings on the school environment. Both, the internal and external elements affecting the school environment are considered. Internally, student discipline, behavior, and attitude towards learning are examined. Among the external factors considered is the impact of local and national politics.

The environment was one of the major differences between the two schools examined in this study. Many participants expressed again and again the belief that a safe and supportive environment, free of external interference is necessary for a school to run successfully. They said that a better environment is one which motivates students in learning, maintains good student discipline, and focuses on high quality education. The data suggests that Lakeside High (the private school) provided a much better learning environment with good student discipline, more student teacher interaction, more supervision of students and more focus on the quality of education. Participants indicated that River Front High's (the public school) environment was not conducive to learning because of the

lack of student supervision, behavioral problems, and the uncontrollable number of students in one class.

One other factor that every informant talked about was the involvement of local politics in the schools, mainly in the public sector. The data indicates that in River Front High, students as well as teachers were deeply involved in different political ideologies and they regularly confronted each other on school grounds. Some teachers, as many participants pointed out, were "preaching politics in school rather than teaching." As one public school teacher commented "I don't know how many political groups we have in here. Teacher groups, student groups, and even outside groups."

The scenario was quite different in Lakeside High. Although some teachers were active in local politics, they were not allowed to bring political issues into school. Students at Lakeside were monitored very closely and were not allowed to participate in politics. One of the teachers in Lakeside said "local politics stop right at the school gate. I actively participate in politics but not during school time, absolutely not." One of the students commented "I am sure I would be suspended from school if I tried to form a political group in this school."

Among the participants, the teachers felt very strongly about the school environment and it's effect in teaching and learning. Their areas of concern ranged from safety, student achievement, and prestige of their school. One public school teacher commented, "I sometime worry about my safety, students seem to get more and more violent." All teachers expressed the similar view that their jobs have become more difficult because of unnecessary external interference.

Student Discipline and Behavior

Student discipline and behavior was a topic of concern for many participants. The data suggest that the discipline problem is significantly more serious in public schools than in private schools. Teachers said that Lakeside High had very few behavior problems which were dealt with immediately by the Principal, parents and the teachers. But River Front High faced numerous student behavior problems which were complicated and often times just let go.

The data indicates that the problem is not only the lack of student discipline, but also the way problems are handled at the two different schools. When there was a problem, the private school Principal and the teachers took action immediately and informed the parents of the student. In the worst cases they were not hesitant to suspend

students from the school. But the public school Headmaster and the teachers quite often were not able to react to the student behavior problems because of various external pressures. Even when they took action for misbehavior, the School Management Committee members and some powerful community leaders pressured them to retract their decisions.

Many participants attributed the discipline problem in the public school to lack of leadership, outside interference, and lack of control over it's student body by the school management and teachers. On some occasions, teachers themselves got involved in activities which encouraged and increased the student behavior problems.

Student discipline in the private school seemed much more in control. Student behavior was monitored very closely by the Principal and the teachers. Also, students were kept busy with their studies which didn't allow them to get involved in politics or other non educational activities.

Lok, a student attending Lakeside High, talked about his experience with student discipline between the public and the private school. He attended a public school until he was in the 6th grade and came to Lakeside for the 7th grade.

I think this is what is happening. My class in the public school had 75 students. And here my class has only 30 students. We have more direct communication with teachers. We know our teacher more and they know us more. This helps in controlling and maintaining discipline. Public school students don't have that opportunity. Because of the lack of contact with teachers, students in public schools do all kinds of unnecessary and bad things. Teachers never find out what their students are engaged in. Also I think teachers there are mentally drained. It is too much for them to take care of. They get tired too early and wants to go home. I remember some teachers there (public school) came to class and just asked us to study. That doesn't help us in any way.

Shyam, a father of two children, was familiar and involved in both the Lakeside and the River Front High School. One of his sons goes to the public school and the other one to the private. He participates actively in local community development activities, and especially, school related activities. He expressed his views and observations about student discipline and learning environment between the two schools.

I know that both schools have discipline procedures. It is just that the way they are enforced are different. In my observation, public school teachers also warn their students from time to time. But the problem is the uncontrollable number of students they have. The teachers cannot supervise that many students. And also the students in the public school do not respect their teachers that much. I think sometime the teachers are scared of some students there. I have seen students threatening their teachers there. Just this past month during test (10th grade) exam, the teachers in the public school had to face lots of problems from the students. One day the teachers had to call the police to control the disturbing students.

Another parent, Mehar, said that student discipline would be maintained in both schools if someone in the school was in charge with authority to control the situation.

I think it has to do with who is in control. Public schools do not have control over it's students. When students are left unsupervised, it is possible that they get involved in inappropriate behavior. And the students are just

kids, they copy these things from their friends very fast. I think there is peer pressure among students to get into these bad behaviors. Its like our old saying "goose going with goose and cows going with cows." When there are groups of students displaying bad behavior somebody has to do something about it. Otherwise more students will follow. I think the private school provide better educational environment so that their students do not get into bad behaviors.

The public school teacher, Bhola, pointed out that private schools have mostly bright students which provides them with a group of highly motivated students. They control their admission. He said "the brighter the group, the better the result."

They (private schools) are very selective. They only admit sharp and bright students. They don't admit the one who are going to cause trouble. Once you have a group of bright students, then you definitely will have better results in the examinations, less discipline problem, and better learning environment. That is not the case here. We have students of all types. We have no choice.

This is a public school, we can't say no to students. We just have to deal with it.

However, the private school Principal, Shekhar, disagreed with the "brighter the group, better the result" notion. He said that his school certainly conducts admission tests, but that does not assure all the students he is getting are bright and are not going to cause discipline problems. He said admission tests indicate the knowledge level of the student at that time and help place the student in a certain grade.

I don't think so. We are selective but we don't know at the time of admission how the student we have chosen is going to behave. The reason they behave well here is that I and the teachers observe and monitor every students' behavior very closely. We immediately notice any misbehavior and take action on that. I know where my students are during school time. I know what they are doing. This way we maintain discipline here. We keep ourselves busy in monitoring student behavior and their progress. If a student is slacking and needs more help we try to provide that.

Public school teacher, Bimala, agreed with Shekhar that the school environment was a more important factor in student motivation and learning than anything else. No matter how bright a student is, if the school environment does not foster learning, then students will not learn and will subsequently lose motivation. She said that public schools also had bright students.

Of course we also have bright students here. But it all depends on how we (teachers) handle them from the very beginning. Our mechanism is not effective. That's why our students do not excel. We have to improve that mechanism. In order to do that the government has to empower the Headmaster in the school to have good discipline. Also the public has to trust the Headmaster in disciplinary matters.

Badri, the Headmaster at the public school was not as concerned as other participants about the discipline problem in his school. Although he mentioned groups of students who continuously display disruptive behavior, he thought that they could be controlled.

Generally, discipline is not a huge problem. I mean it is not uncontrollable. I don't see

teachers having difficulty in carrying out their teaching responsibilities because of discipline problem. There are problems but we can communicate with students. It use to be bad but it's okay now. I don't see a major problem in this.

Teacher Devi felt that student discipline can be maintained if all teachers and the Principal work together. She said that students must be informed about their behavior immediately and held responsible for their actions. She talked about an incident with a student and the way she handled the situation.

I think we supervise students here on a continuing basis. When we notice any misbehavior we reprimand the student immediately. For example, once I noticed a student kick the door in anger while leaving the school. He had left for that day. But when he came back the next day, I called him up in the office and let him know that it was inappropriate to kick the school door like that. He was a fine student with good grades but I wanted him to know what he had done wrong. I asked him for reasons. He realized his mistakes and was very apologetic. He even began crying.

My point is that if I had not intervened right away that student might have done something bigger than kicking the door. Also, we have good communication among teachers here. If one teacher notices problem with certain student we all get informed about that behavior. So I think we have good team work here in disciplining students.

When discipline and behavior cannot be maintained in the school, it adversely affects the students' learning and their interest with the school. Furthermore, the negative environment may lead the students to other unproductive behaviors inside and outside the schools. The responsibility to create an environment ideal for learning rests with the school administrators and managers, teachers, parents, and the community.

Student Motivation Towards Learning

The degree of student motivation towards learning depends on the educational environment they are in. All students interviewed indicated that they personally wanted to learn more and liked going to school. But the public and the private school environment was quite different. The public school students pointed out that their learning was affected by such things as strikes and student groupism. Even if many students wanted to attend regular class, they

were canceled because of some political activity or other conflict between different groups.

In the public school, students were found heavily involved in non-educational activities such as local and national politics. These activities disrupted the educational environment of the public school. Participants said that students often create strikes in school resulting from the political scene in the country. According to some participants, the public school loses more than one third of its' school days in a year because of such strikes and walk outs. The result is that students lose motivation towards learning and continuing in school.

The participants said that students need to be advised well by teachers, parents, and by other adults so that they are motivated in their studies. The School Management Committee which includes respected and powerful members from the local community must support the Headmaster and the internal school administration. Especially, the SMC may be effective in controlling the external interference so that the school can govern and create an environment conducive to learning. Also, in this matter, the public school may look at the private school functioning and how they are able to maintain a good environment.

Krishna, the student participant, who attends Lakeside High talked about his school environment and how he thought it has helped him learn more.

I think the teachers are very punctual here. They stay in school the whole time. And the students are not allowed to leave their classroom until it is recess or half time. Even if the teacher is not in the class that day, we are given study task to do on our own. Other teachers who have leisure time comes to our class and helps us. But when I was in the public school, I remember going to tea shops and sometime also to movie halls when a teacher was not in for the day. That way public schools loose teaching time and miss learning.

Kaji, the public school teacher, talked about the difference he sees in student's motivation towards learning and their attitudes towards school between the students of the private and public school. He identified some of the reasons for private school students paying more attention to learning than public school students. He said that students should not be blamed totally for their low interest in learning, because their motivation is affected by how teachers and the school in general treats them. Comparing the different teaching environment between the private and

the public school teachers, Kaji mentioned that student motivation and learning is directly affected by how they are taught.

I think student motivation for learning and knowledge development has a lot to do with how they are taught. In private schools, they just don't teach from the text book. There, students are encouraged to think more and question more. Here we still use the same old system. Students are taught to memorize exactly from the books and write exactly the same words from the book. They at least have some kind of library and reference books that students can consult with. But in public schools we don't have that facility. It's mainly the prescribed text books. I think the private schools are trying some innovative teaching. For example, when they teach geometry I think the teachers there just don't use the examples from the books, they ask the students to practically utilize how it works. They experiment it. They emphasize in learning and knowing the content. But here, we come at ten in the morning, teach from the book, and wait for the time to go home (laughter).

Showing his concern about the low motivation of his students towards learning, Badri, the public school Headmaster pointed out that the reason may be how they are taught.

...there is a bigger problem of motivation and learning. Students are not motivated towards learning that much. They have very low interest. Not only in school, I think students don't want to do much at home either, I mean other things besides study. I think something needs to be done in teaching techniques to motivate students in learning. Teaching learning environment needs a change.

There seems to be lack of guidance for students. Shekhar, the Principal in the private school said that students need help to increase motivation in learning and that help should come from teachers and parents.

I think it is the attention. We need to be careful and find out where the kids are with their studies. I mean teachers, parents, everybody should be aware how the students are doing. I ask my teachers here to pay careful attention to every students' progress. I myself keep track of that.

When we detect something wrong, we work with that student and talk to their parents. That doesn't happen in the public school. Students are distracted by the negative environment there. And instead of controlling the environment people blame on students for that environment.

Student motivation in learning is not only affected by the internal school environment, often the external environment may be more distracting. Especially, the public schools are very closely connected with the community, therefore, what happens in the community has a direct impact in the public schools.

Politics in Schools

Politics plays a profound role in educational institutions in Nepal. The effect of local and national political development can be found in primary to higher education institutions. In fact, many political changes in the country have come from student activism, putting the schools and colleges in the forefront in political movements. The big political movement during 1979-1980 was started from student unrest which resulted in a nation wide referendum to choose between the then ruling one party Panchayat system and a multi-party democratic form of government.

High school and college students played a crucial and important role in the massive political change that swept the country about three years ago. This time the 30 year old rule of the Panchayat system was toppled and a democratic form of government was established. The King's power was diminished and he was made a constitutional monarch. Political power in the country is given to the democratically elected Prime Minister.

Political consciousness among students is not necessarily a disadvantageous thing. The students, who eventually will be the educated work force in the future, should have political knowledge. The country, especially from the perspective of a developing world, may benefit, if more people are involved in the democratic political process. But, political education and democratic participation should be orderly and should be delivered in an organized way. The process is particularly important for school aged students.

When strong political viewpoints take over basic democratic principles, then the essence and the value of political education gets lost. The political activism in the schools in Nepal seems to have over stepped the lines of democratic principles. The process lacks discipline, order, and organization. Instead of receiving important political

education, students get involved in disruptive activities and create a chaotic environment.

The data suggests that local and national politics were important external factors adversely affecting the public school environment. All participants spoke strongly about the extent and disadvantages of politics in public schools. The adverse effect was evident from groups of students engaged in political activities inside and outside the school. Political activism was evident in the teachers group as well. The political activities in the public school caused cancellation of classes, increased behavior problem among students, tension between the teachers, and distraction in studies.

Students in the public school were engaged in non-educational activities causing interruptions in school time. According to the participants, students constantly took part in the local political rallies and speeches. Students missed school for those activities and no action was taken against those students for missing classes. Political activism in the school was the main cause of student discipline problems in the public school. When a particular group organized an activity, the majority of the student body got involved either to support or oppose the activity. According to some participants in this study, almost 100

days out of the 220 school days in a year is usually wasted for these politically motivated or other non school related activities.

The data indicates that any political activities or formation of such a group was not allowed in private schools. Participants said that Lakeside High has a firm policy about this and no political groups existed inside the school. Participants agreed that this was one of the main reasons that Lakeside was able to maintain a good school environment.

Lok, the student at Lakeside High, expressed his view about student politics and what it does to his education.

I can't do politics here. My main responsibility is to study and get a good education. But in the public school, if there is a political rally in town students as well as teachers go there to participate in the rally. They don't care about the classes. I think when teachers go, it is natural that students will follow them. Also public school students have their own political branches in schools. I think usually they are influenced by their parents or elders. Also, I think the teachers in the public school do too

much politics. There are also some teachers here who have strong political views. But they never talk about it during school time. Even after school time they don't want us to get into politics. Politics has a negative impact in my education.

Another student participant, Ashu, from the public school talked about the disruption he has seen in his school, caused by these political groups.

Politics in my school disrupts lots of classes. I have come home many times because those groups keep fighting, and there was no class. What happens is that you know there are mainly two factions. One group support the Nepali Congress Party and the other support the United Communist Party. When one party, one group in the school organizes certain activity, the other always becomes disruptive. No matter what the purpose of the activity is the opposite party does not like it. They never cooperate each other even in matters which would benefit the school and the student body. And sometime our teachers also get involved in this. I think the teachers also have groups just like the students. I have heard some

teachers discussing very loudly about politics in their office.

Kaji, the public school teacher, expressed his disappointment at not being able to do anything because of the political groups in the school. He said that he is neutral and does not belong to any of these groups, but he is suspected for his actions by both groups which are active in his school.

The political climate in my school (public) is very bad. Students and teachers both have their own groups. They support the two major parties in our country, the Congress and the Communist. Both of them are hindering the education in the school. We teachers are divided, we are not working as a team. There is no one whole group working for the betterment of the school. If one teacher tries to do something, no matter what he is trying to do, other teachers look at him from political point of view. It really depends what group that teacher belongs to. So actually there is no way to do better work here. Even if I have good intentions, even if I try to do something good for the school, good for the students and the teachers, I am always looked from the political eyes, from the

political point. I am not even a political person. I don't get into those groups. But I have to be very careful about what I am doing. Because there is this some kind of fear among teachers and students. Students are vocal and their groups act. But for a neutral person like me, it is very difficult. Because I don't belong to a group. Whenever I do something, both groups are suspicious about me. So this kind of thing is really hurting the school.

Another teacher from the public school, Bhola, expressed his view that the public school environment would be better if the political groups were not there.

Private schools are effective because of it's internal control. This kind of internal control does not allow political groups and movements in private schools. The leadership in private school is strong. So if they see any indication of political activity, they intervene immediately. If we could do that here in the public school these political groups would not be here and our school would have functioned a little better than the way it is functioning right now. This thing,

politics has created a very bad and dirty environment in this school (River Front).

Another teacher from the public school, Bimala, specifically talked about the groupism among teachers and how that has affected the entire teaching staff.

Because of this politics, there is no team concept among teachers in this school. The politics has created lot of tension in the teaching staff. And the cooperation between the two teacher groups (political groups) is almost non existent. There is always something going on. There is no trust. This really leaves a bad impression about the teaching staff. And the students know about this. We are loosing respect because of that.

Parent Nil agreed that teachers were losing respect from the students in public schools. He said that politics in schools was responsible for creating this kind of situation and that the relationship of teacher and student is overshadowed by political activities.

I am surprised, the students do not show any respect for their teachers these days. In our time, we use to respect our teachers so much. We

still respect them when we meet them. But these days students don't do that at all. I don't think only the students should be blamed for this.

Teachers do not maintain their own position. They don't earn the respect. They get into all kinds of groups along with the students. They get into this politics, that politics and when do they get to teach. I think this politics is causing the disrespect.

Headmaster Badri talked at length about the impact of political activism in public schools and particularly about his own.

Politics is playing a major role in school environment. Whatever happens in the community, whatever happens in the local politics or even the national politics, has a direct impact in my school and my students. Students participate in that. If there is a political rally in the bazaar (town), they would just walk out of the class and go join the rally. If there is a mass speech, they boycott the class and go to the speech to listen to those political leaders. And they just don't go out there, they bring the politics inside the school. This is true with students as well as

teachers. Basically the communist and the congress have strong holds in the student population. Every issue that comes up in the school is somehow connected to politics. I know deeply how badly this thing hurts the school. But it is a complicated issue. It is not easy to deal with.

Shekhar, the private school Principal, reflected on his prior experience in public school and explained how he has been able to avoid political activities in Lakeside High.

My students here in Lakeside do not have any time to get involved in any kind of groups. Their study is very heavy for them. We keep them busy in studies. Also my teaching staff do not get into that kind of thing like in public school. It is clear to them that politics has no place in this school. I know what politics does to a school. You can see the public schools here, people there are always fighting for nothing. So I would not allow any of those things here.

Shekhar went on to explain that not only students and teachers bring local politics into schools, but blamed the School Management Committee members themselves for this

environment. He said, "even the District Education Office is in this."

SMC (School Management Committee) should include educated people who are concerned about the development of the school. In public schools SMC people are too politically motivated. People have their own agendas rather than working for the school. Political leaders sit in the committee normally as chairperson. That is wrong and should not happen. Many of them are uneducated and do not understand the educational mission of the school. The DEO (District Education Office) appoints these people. They have some secret reasons for doing this. It is purely political. Everything is driven by politics.

Private school teacher, Bhim, said that he is personally interested in politics but he would not want to practice his interest in his job as a teacher. He explained how teachers have been used by political parties in the country.

There is too much politics in public schools. I think more so among students than teachers. During Panchayat time (the overthrown old

political system), political parties were banned. But the Panchayat itself used to direct teachers to work for their political agenda. So teachers were not playing politics, teachers were being used as political tools by the system. And now, although the country's political system has changed, same thing has continued. Go to the parliament and see, there are many teachers. They used to be teachers who were very much into politics and now they are elected in the parliament. The party in power is using the teachers for their gain right now. I think the teaching profession and politics is getting worse. There used to be one teachers' association, now there are two, because of the two major political parties. By name these are teachers' association but they are purely political groups. The local politics is kind of run by these teachers' organizations.

Another private school teacher, Kamal, said that he believes private school teachers also have political interest and ideologies, but he said, those political ideas are not exercised inside the schools.

Lets take the example of my own school. We have democrats, communists and people with other political ideas. But for 10 to 4 during school hours we are all honest teachers working with the same goals in mind. We do not try to influence any of our students with our political ideologies. School time should be purely school time. Nothing but education should be happening there. It is not right to be talking about politics in school whether it is congress or communist. We have differences in political views, but as teachers we are a team in our school. If team concept is not there then we cannot work successfully.

In summary, the student discipline problems and the rising trend of political activity in public schools seem to be tightly interconnected. Participants said that public schools face more discipline problems because of the high involvement in politics by it's students, teachers and other people associated with the school. They said that private school students do not get into politics and devote more time to studies rather than causing problems.

Many participants expressed the view that the school environment is the key to student motivation towards learning. Students display negative attitudes towards

school when the school climate is not good. The data suggests that the students at Lakeside High were much more motivated in studies because their school environment was good and free of outside interference. Teachers and the school management at Lakeside did not engage the students in politics.

The data suggest that if students are encouraged to study more and kept busy with educational activities, outside interference of political groupism decreases significantly. The environment at Lakeside High was an example, as one student participant said "I have no time to do politics," and "my teachers don't want me to get involved in it." In contrast, River Front High suffered from outside political interference because teachers themselves were engaged in these activities. Student political groups were often followers of the teachers' groups. Because of this, student motivation towards learning at River Front was found to be low, and their attitudes towards school were not good.

CHAPTER VIII

CONCLUSIONS, IMPLICATIONS OF STUDY, AND RECOMMENDATIONS FOR FURTHER RESEARCH

Conclusions

Nepal is currently going through a significant change in its history. A thirty year old one party rule has recently been overthrown and a democratically elected government is now in power. The King has stepped aside from the political spectrum and has become a constitutional monarch. In this change process, every sector in the country has been affected including education.

As the study suggest, the political change in the country has direct implications in the development of education. Local communities play vital roles in the management and operation of public schools. So, whatever happens in the community has a direct impact in the school environment.

The debate on public versus private education is a continuing one in many countries. The critics of the public school say that the public sector is inefficient in delivering good quality education. But in Nepal, especially

at this time, the problem requires special attention because of the increasing demand and role of private schools.

This study clearly points out that the quality of education in the Nepali public schools remains a major problem. In quantitative terms, the development of education in the last decades is noteworthy; however, this research reveals that the quality of education has not improved. Some private schools, like the one examined in this study, are providing better quality education, but the expansion of private schools without organized implementation of government policy and procedure seem to have created more quality problems. In addition, many private schools in Nepal operate with money making motives rather than as an institutions of learning. But without a clear evaluation process in place, it is difficult for people to figure out which private school is providing good education and which is not. This problem becomes even more complicated when one considers that the majority of the parents are not educated themselves, and thus, are not able to understand the school systems.

Adequate funding is an important factor for a school to run successfully, but this study reveals that money alone will not help a school to become successful and effective. Although the private school was in a better position

financially, it received no support from anywhere. The school depended entirely on its own revenue. The public school received 50 percent of its teachers' salaries from the government and was allowed to collect student fees to offset the remaining 50 percent. So the financial situation of the public school was not in bad shape. But there is sufficient evidence in the study that other factors, such as external interference, political activism, student behavior problems, low teacher morale and so on were equally or more important for the school to run successfully.

The study indicates that autonomy, freedom in decision making, and the trust vested in the Principal was key to the success of the private school management. He was able to use his leadership skills without any interference from outside the school. Although the Headmaster in the public school was considered a very capable leader, he needed to balance too many things in his management decisions such as the School Management Committee, District Education Office, political groups in the school and so on. The power struggle between these groups clearly limited his capability to manage the school.

As a whole, the teaching staff in the public school was more qualified and trained than the staff in the private school. But the environment in the public school was not

ideal for students and teachers. The teaching learning environment in the private school was much more conducive to learning than the one in the public school. So a better qualified and trained staff at the public school was not able to produce a good result. The school environment, workload, and class size were important factors for the teachers to be effective. Although quite a few private school teachers lacked adequate education and training, they received constant supervision and support from the Principal which helped them succeed in their job.

The study illustrates that the social and external environment is very important for a school to operate successfully. The public school, which had lots of community involvement, was constantly and directly influenced by the happenings in the nearby environment. Mainly, the local and national political movements interfered adversely in the public school environment. There is considerable evidence that political activism in the public school was one of the main reasons for its declining quality of education. Because of political activities, the school could not run on time and students constantly missed classes. The worst situation, however, is that occasionally the school went through prolonged strikes. The private school was able to refrain from these activities

which helped them carry out the normal school business and maintain the quality of education.

Students from both schools expressed their desire to learn more and get a good education. The study indicates that if a good environment is created in the public school, students would get into learning more and not participate in political and other non-educational activities. The private school students did not participate in non educational activities because there was no time for activities other than their studies.

The study indicates that parent involvement in their children's education is very important. Parents in the private school played crucial roles in their children's education. The teachers and the Principal constantly informed them about their kids progress in school. If there was any problem the parents were informed immediately. But the situation in the public school was different. Parents rarely followed up with their children's education and the school was not in communication with the parents.

This study shows that community involvement was considerably higher in the public school. School building, playgrounds, and their maintenance was done by donations from the members of the local community. But the

involvement was not limited to donations only. Quite often, community involvement interfered too much in the school business. The donors and other powerful figures in the community expected favorable treatment for their kids from the teachers during annual examinations.

This study reveals that private school education is perceived to be of higher quality and desired by many parents. There is strong indication in the study that despite expensive tuition and fees, many parents sent their children to the private school. The demand for private school was high. As a result, private schools with questionable motives and poor performance records continued to enroll students.

In conclusion, there is strong evidence in this study that a strong, school based, internal management like the one in the private school worked much more effectively than the coordinated structure utilized by the public school involving the School Management Committee and the District Education Office. The school based internal management of the private school provided the control and the power mechanism to check the non-educational activities inside the school. These non-educational activities were the major destructive elements in the public school environment.

Additionally, this study shows that education in Nepal is not free of the social and political structure in the country. Although political process and democratic consciousness can be taught to students productively, politics and education are intertwined very closely in Nepal and that relationship has harmed the development of education because schools turn into a political center which severely damages the school's learning environment. So far private schools have managed to stay away from this situation which indicates that politics can be separated from schools.

Implications

This research study has several implications for the education sector in Nepal. One implication to the government educational planners is that planning should take place with specific knowledge of the grassroots problems. Local issues affect the schools greatly and they become important factors in the success of a school. Maximum input from all parties involved (such as teachers, educators, administrators, and community members) should be acquired in advance before any plan is put into place.

In a developing country like Nepal, government involvement in public education is inevitable. Without the help of the government it is almost impossible for a school

to run. Only private schools run without help from the government, but they charge high tuition and fees. Therefore, private schools are not accessible to the majority of the population. Only the members of the elite class and rich people can afford private schools. In this situation, it is important that there are schools which are accessible to the general public. But the government should clarify it's role in running public schools. The government should not assume total responsibility and must include the community. Most important of all, the schools themselves should be made stronger.

Schools in Nepal, especially public schools, need help from members of the local community, but everyone involved in the school should clearly understand their roles, responsibilities and limitations. Multi-group involvement should be a collaborative and helping effort for the school rather than interference in school business. The involvement of the community, School Management Committee and any agency of the government should work toward strengthening the school.

This study also has implications for the school management structure and practice in Nepal. The study suggests that school-based management such as the one found in the private school studied, is much more successful and

effective than a government supervised system. School business should not be influenced by external agencies and individuals. A school based management with considerable autonomy to the leadership, the Headmaster, would not allow such external influence.

Another implication of this study will be of interest to the educators in Nepal who are involved or are interested in opening private schools. Schools should be established for purely educational purposes. Private schools which are established for profit and financial gain do not help towards the development of education. This study shows that such schools add to the existing deterioration and low quality of education in the country. Private school entrepreneurs should think about quality, stability, and accessibility in a school. When establishing a school, the primary intention should be to provide good educational services to the community and to create an excellent learning environment for the students.

Another implication of this study is directed to the teachers. The success of a school depends on a qualified and trained teaching staff. This study indicates that teacher training in Nepal is not organized and many teachers are not trained or qualified to do their job. In service training opportunities for teachers are not available; this

has direct impact on the quality of education in the schools. The government has established required qualifications for teachers but that policy is not implemented. Even if the policy were to be implemented effectively, there is a lack of trained teachers in the country.

Teachers play an important role in creating a positive learning environment in schools. Students look to them as their role models. This study indicates that political activism among teachers is alive in public schools and causes more students to follow their footsteps and engage in non-educational activities. Teachers must put education first in their priority.

Recommendations for Further Research

The findings and implications of this study between a public and private school raise many questions about secondary education in Nepal. This study indicates that an autonomous, decentralized school-based management works more effectively in schools than a government-regulated controlled management structure. This raises questions regarding the role of the government. Should the government completely stay away from the schools and leave the responsibility of education to the private sector? In my opinion, the government should enhance education in the

country by helping the schools. It should not try to take over the responsibility of the whole education system and interfere in the operation of schools. Clear guidelines and specific policies may be set by the government, but school administration should be allowed to operate as a unit within those guidelines.

Further research on student learning, teacher education, school administration and management should be conducted in order to understand the specific needs of a school. I recommend further research on the following.

School Based Management

Education in the national context is a large system in which each school is a unit operating with it's own local needs and circumstances. The school cannot completely separate itself from those local needs and circumstances, while working to meet the national education goals. Should schools be completely decentralized in developing countries? Does the school based management work best in an environment like Nepal where the community is very much connected with the schools? And, if so, would these schools still help the national goal of education by producing a skilled grassroots level workforce needed for every developing country? My study shows that a school which is managed autonomously works effectively, but is it the kind of high school

graduates the country needs? Further research should be conducted in this area.

School Leadership

This study clearly shows that the Principal in the private school and the Headmaster in the public school assume leadership in the school, and that strong leadership is a must for any school to run successfully. But the leadership in the public and the private school faced different problems. I recommend that further research be conducted to find out the different issues surrounding the private and the public school leadership.

Teachers as Role Models

The role of a teacher in the school is not limited to just teaching a certain subject matter. Teachers are seen as role models by students as well as parents. Teaching goes beyond what is contained in the textbooks. This study shows that students were very much influenced by their teachers. Further research is needed on teacher role modeling in order to more clearly see the multi faceted responsibilities of the teachers.

Teacher Education

This study indicates that teacher education in Nepal is very disorganized and many teachers are unqualified and

untrained. Schools are forced to hire untrained teachers. No education goal can be met without a qualified teaching staff. The decreasing quality of education is a result of this situation. Teacher qualification standards can be set, but teacher education institutions should produce the kind of teachers needed for the schools. Further research should be conducted to understand the needs of the teachers and the teacher education programs.

Adult Education

The importance of adult education is much greater in a country like Nepal where the national literacy rate is below 40 percent. The majority of parents are uneducated and do not understand the value of education. In this situation, the parents either do not send their children to school or do not know what kind of education they want for their children. Research studies should be conducted to understand the adult education needs and their implications for public schooling.

Private Schools

My research indicates that private schools are expanding very rapidly in Nepal. Public perception of these schools are good and many parents send their children to a private school despite the financial hardship they have to bear. While expansion and growth of schools is a positive

thing especially in a country where education is not easily accessible, there should be further research on the purpose and need of these schools. As this study indicates, many private schools do not provide quality education, they should be thoroughly examined so that the schools serve the people and the country better.

Students

Success of a school can be measured by looking at the number of its student body who complete high school. This study shows that many parents send their children to a private school with the hope that their children will receive good education and move on to further study and a good career. Further research is needed to see what the students of public and the private schools do after they graduate from the high school.

Equity in Education

If the expansion of private schools continue to grow like it has in the past several years, soon there will be more private schools than public schools in Nepal. According to some participants in this study, about 30 to 40 percent of students up to grade 10 are enrolled in private schools. This study indicates that private schools are very expensive and many people cannot afford it. What is possible in this situation is that only those who have money

have access to education. This creates a serious issue of equity in education. Further research should focus on equity issues and look into the private schools and their accessibility.

APPENDIX

WRITTEN CONSENT FORM

"Public Versus Private Education: A Comparative Case Study of a Public and a Private School in Nepal".

To Participants in This Study:

I am Jeetendra R. Joshee, a doctoral candidate at the University of Massachusetts at Amherst, United States of America. The subject of my doctoral research is: "Public versus Private Education: A Comparative Case Study of a Public and a Private School in Nepal." I am interviewing students, teachers, headmasters, and parents of both public and private schools in (), Nepal. You are one of approximately twenty to thirty participants.

As a part of this study, you are being asked to participate in two in-depth interviews. The first interview will be focused on what you think about the public and the private school in (), your experience with them, and the differences you find between them. The second interview will be concerned with the different factors associated with the two schools and how they contribute to their success and effectiveness. As the interviews proceed, I may ask an occasional question for clarification or for further understanding, but mainly my part will be to listen to your views and your experience.

My goal is to analyze the materials from your interviews, in order to understand better what the underlying differences are between a private and a public school (). I am interested in the concrete details of your views, the different factors that you think are contributing to the success and effectiveness of public and private schools. As part of the dissertation, I may compose the materials from your interviews as a "profile" in your own words. I may also wish to use some of the interview material for journal articles or presentations to interested groups, or for instructional purposes in my teaching. I may wish to write a book based on the dissertation.

Each interview will be audiotaped and later transcribed by me or by a typist (who will not be connected with your school and who will be committed, as I am, to confidentiality). In all written materials and oral presentations in which I might use materials from your interview, I will use neither your name, names of people close to you, nor the name of your school. Transcripts will

be typed with initials for names and in final form the interview material will use pseudonyms.

You may at any time withdraw from the interview process. You may withdraw your consent to have specific excerpts used, if you notify me at the end of the interview series. If I were to want to use any materials in any way not consistent with what is stated above, I would ask for your additional written consent.

In signing this form, you are also assuring me that you will make no financial claims for the use of the material in your interviews; you are also stating that no medical treatment will be required by you from the University of Massachusetts should any physical injury result from participating in these interviews.

Participant's Consent:

I, _____, have read the above statement and agree to participate as an interviewee under the conditions stated above.

Signature of Participant

Signature of interviewer

Date

Parent or Guardian's Consent:

I, _____, have read the above statement and agree to my son or daughter's participation in the study under the conditions stated therein.

Signature of Parent or Guardian

Date

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